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REPORT OF THE GOVERNING COUNCIL OF THE UNITED NATIONS ENVIRONMENT PROGRAMME ON THE WORK OF ITS NINTH SESSION

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INTRODUCTION

1. The report on the ninth session of the Governing Council of the United Nations Environment Programme (UNEP) is submitted to the General Assembly in accordance with General Assembly resolution 2997 (XXVII) of 15 December 1972.

2. The ninth session of the Governing Council was held at UNEP headquarters, Nairobi, from 13 to 26 May 1981. The present report was adopted by the Council at the 9th meeting of the session, on 26 May 1981.

Chapter I

MATTERS CONSIDERED BY THE GOVERNING COUNCIL AT ITS NINTH SESSION REQUIRING THE SPECIFIC ATTENTION OF THE GENERAL ASSEMBLY AND/OR THE ECONOMIC AND SOCIAL COUNCIL

1. By resolution 3345 (XXIX) of 17 December 1974, the General Assembly requested the Secretary-General to report to the Economic and Social Council, on a continuing basis and with the comments as appropriate of the UNEP Governing Council, on the results of co-ordinated multidisciplinary research on the interrelationships between population, resources, environment and development. Having considered the second report of the Secretary-General on the subject (E/1981/65), the Council, by paragraph 10 of decision 9/1, section II, of 26 May 1981 (see annex I to the present report), invited the attention of the Economic and Social Council to its views on that report expressed in paragraphs 6-8 of the decision. By paragraph 9 of the same decision, the Council decided to annex to the present report the report of the Executive Director prepared on the basis of the recommendations of the high-level group of experts on the subject which he convened in January 1981. The report in question was annexed to the Executive Director's note on the subject (UNEP/GC.9/2/Add.4), and is reproduced in annex II to the present report. The views expressed by delegations attending the ninth session of the Council on the report of the Secretary-General and the note by the Executive Director are reflected in chapters III, paragraphs 38-40, IV, paragraph 5, and V, paragraph 100, of the present report.

2. By section III of decision 9/1 of 26 May 1981, the Governing Council took note of the intentions of the Executive Director (as indicated in his report on the subject (UNEP/GC.9/2/Add.1) regarding the implementation of resolutions of the General Assembly at its thirty-fifth session, and of the Economic and Social Council at its second regular session of 1980, which are of relevance to UNEP. Bt paragraph 3 of section III, the Council also, in response to General Assembly resolution 35/219 of 17 December 1980 on Arabic language services, decided to amend rule 63, paragraph 1, of its rules of procedure in order to include Arabic as one of its official and working languages.

3. Consequent upon paragraph 13 of General Assembly resolution 35/74 of 5 December 1980, whereby the Assembly decided to convene in 1982 a session of a special character of the Governing Council, the Council, by decision 9/2 of 26 May 1981, having considered the report submitted by the Executive Director in response to paragraph 15 of that resolution (UNEP/GC.9/2/Add.2), recommended to the General Assembly the adoption of a draft resolution concerning the session of a special character. The text of the draft resolution appears in paragraph 1 of the decision (see annex I to the present report). The attention of the Assembly is also drawn to paragraph 6 of the decision, whereby the Council invites it to consider favourably the financial implications of the convening of the session of a special character. For the views expressed by delegations on the subject, see chapter III of the present report, paragraphs 55-58.

4. The General Assembly may also wish to note that by paragraph 2 of its decision 9/4 of 25 May 1981, on the environment and the arms race, the Council invites the Preparatory Committee for the Second Special Session of the General Assembly Devoted to Disarmament to consider including in the draft agenda for the session an item on the impact of the arms race on nature. For the views expressed by delegations on the subject, see chapter III of the present report, paragraphs 53 and 108-113. The decision was adopted by roll-call vote: the voting is described in paragraph 111 of chapter III.

5. By resolution 3436 (XXX) of 9 December 1975, the General Assembly requested the Governing Council to keep it informed annually of any new international convention concluded in the field of the environment and of the status of existing conventions, with particular reference to ratifications, accessions and entry into force, as well as of the intention to become parties to such conventions expressed by Governments during the year between sessions of the Council. Accordingly, by paragraph 5 of decision 9/10 A of 26 May 1981 (see annex I below), the Council authorized the Executive Director to transmit his report on international conventions and protocols in the field of the environment (UNEP/GC.9/5/Add.1), together with the fourth supplement to the list of such conventions and protocols (UNEP/GC/INFORMATION/5/Supplement 4), to the Assembly at its thirty-sixth session. These will be before the Assembly at that session as separate documents.

6. By resolution 34/183 of 18 December 1979, the General Assembly requested the Governing Council to report to it at its thirty-sixth session, through the Economic and Social Council, on the problems relating to marine pollution. By decision 9/10 A, paragraph 6, the Council authorized the Executive Director to transmit his report on the subject (UNEP/GC.9/5/Add.4), on its behalf, in response to the above resolution. The report will be before the Economic and Social Council at its second regular session of 1981 and the General Assembly at its thirty-sixth session as a separate document. For the views of delegations concerning the question of marine pollution, see chapter V of the present report, paragraphs 107-111.

7. By resolution 1980/49 of 23 July 1980, the Economic and Social Council called upon UNEP, in pursuance of General Assembly resolution 34/188 of 18 December 1979, to elaborate concrete and specific proposals on energy and the environment aimed at making an effective and meaningful contribution to the United Nations Conference on New and Renewable Sources of Energy, and to report thereon, through the Governing Council, to the Economic and Social Council at its second regular session of 1981. The General Assembly, in paragraph 6 of resolution 35/74 of 5 December 1980, stressed the importance of the United Nations Conference on New and Renewable Sources of Energy, and called upon UNEP to contribute actively to and participate in the preparatory work for the Conference. The Assembly may therefore wish to note that, in response to the Economic and Social Council resolution, the Governing Council, by paragraph 7 of decision 9/10 A of 26 May 1981, authorized the Executive Director to submit his report on UNEP and the Energy Conference (UNEP/GC.9/5/Add.4), on its behalf, to the Economic and Social Council at its second regular session of 1981. The Council also adopted decisions concerning the Conference (decision 9/7 of 25 May 1981) and on work on energy as a component of the environment programme (decision 9/18 of 26 May 1981). The views of delegations on these issues are reflected in chapters III, paragraph 75-76, and V, paragraphs 124-129, of the present report.

8. By resolution 34/186, also of 18 December 1979, on co-operation in the field of the environment concerning natural resources shared by two or more States, the Assembly requested the Governing Council to submit to it at its thirty-sixth session a report on the progress made in the implementation of the resolution. Having considered the report prepared by the Executive Director as a basis for its report (UNEP/GC.9/2/Add.5), the Council, by decision 9/19 B of 26 May 1981 (see annex I below) determined that it did not suffice as such, requested the Executive Director, in consultation with Governments to prepare for consideration at its tenth session a report dealing exclusively with progress made in the application of the resolution, without recommendations regarding the identification or definition of shared natural resources. Accordingly, the report in question will be submitted through the Economic and Social Council, to the General Assembly at its thirty-seventh session (see chap. XI, para. 10 of the present report). For the discussion of this matter by Sessional Committee I of the Governing Council, see chapter V of the present report, paragraphs 135-136 and 187-193.

9. By resolution 35/72 of 5 December 1980, the General Assembly requested the Governing Council to continue to report to it annually, through the Economic and Social Council, on the implementation of the Plan of Action to Combat Desertification in the Sudano-Sahelian region. Accordingly, by decision 9/22 B of 26 May 1981, paragraph 5, the Council authorized the Executive Director to submit his report on the implementation of the Plan of Action in the Sudano-Sahelian region (UNEP/GC.9/8/Add.1) together with the decision, to the Assembly at its thirty-sixth session. The report will be before the Economic and Social Council and the General Assembly as a separate document. The Assembly will also note that paragraph 3 of the decision whereby the Council decides to include Benin among the countries eligible to receive assistance through the United Nations Sudano-Sahelian Office, constitutes a response to paragraph 5 of resolution 35/72. Relevant discussions during the Governing Council are reflected in chapters III, paragraph 70, and V, paragraphs 63 and 64, of the present report.

10. By paragraph 12 of resolution 35/74, the General Assembly, echoing the terms of paragraph 9 of Economic and Social Council resolution 1980/49 of 23 July 1980, invited Governments to consider proposals whereby additional contributions to the Fund of the United Nations Environment Programme would be used for measures dealing with serious environmental problems in developing countries, taking into account the relevant provisions of resolution 34/188 of 18 December 1979, and requested the Governing Council to report thereon to the Economic and Social Council at its second regular session of 1981. Accordingly, the Executive Director submitted to the Governing Council at its ninth session a report on additional resources for environmental problems in developing countries (UNEP/GC.9/10/Add.2) in which he reviewed a range of measures for ensuring the provision of additional resources to the Environment Fund, covering new means of funding, increased contributions through established financial means, and the Swedish proposal made at the eighth session of the Governing Council, 1/ and also discussed in the Second Committee of the General Assembly at its thirty-fifth session, regarding the establishment of a "special window" in the Environment Fund. As a result of the discussions in Sessional Committee II (see chap. VI, paras. 45-58, of the present report), however, the Council, by decision 9/24 of 26 May 1981 (see annex I below), decided to postpone until its tenth regular session its response to the request made by the General Assembly and the Economic and Social Council.

11. By decision 9/27 C of 26 May 1981, the Governing Council requested the General Assembly to instruct the Advisory Committee on Administrative Budgetary Questions to review in depth the programme and programme support costs of the Environment Fund, taking into account the discussions of the Governing Council at its ninth session, and to report thereon to the Council at its tenth session. The relevant discussions are reflected in chapters III, paragraph 84, and VII, paragraphs 3-21, of the present report.

1/ See Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 25 (A/35/25), para. 80.

Chapter II

ORGANIZATION OF THE SESSION

A. Opening of the session

1. In the absence of the President, H.E. Mr. A.N.D. Haksar (India), the session was opened by Mr. V.A. Kozlov (Byelorussian Soviet Socialist Republic), Vice-President of the Governing Council at its eighth session.

B. Attendance

2. The following States members of the Governing Council 1/ were represented at the session:

Argentina
Australia
Bangladesh
Belgium
Botswana
Brazil
Bulgaria
Burundi
Byelorussian SSR
Chile
China
Egypt
Ethiopia
France
Gabon
German Democratic Republic
Germany, Federal Republic of
Ghana
Guinea
Iceland
India
Indonesia
Iraq
Italy
Japan
Kenya
Kuwait
Liberia
Libyan Arab Jamahiriya
Malaysia
Malawi
Mexico
Netherlands
New Zealand
Pakistan
Panama
Peru
Saudi Arabia
Sri Lanka
Sudan
Sweden
Switzerland
Thailand
Turkey
Uganda
Ukrainian SSR
Union of Soviet Socialist Republics
United Arab Emirates
United Kingdom of Great Britain and Northern Ireland
United States of America
Uruguay
Venezuela
Yugoslavia
Zaire

1/ The membership of the Governing Council was determined by elections held at the 85th and 91st plenary meetings of the thirty-third session of the General Assembly, held on 15 and 21 December 1978 respectively, at the 107th plenary meeting of the thirty-fourth session, held on 18 December 1979, and at the 84th plenary meeting of the thirty-fifth session, held on 5 December 1980.

3. The following States not members of the Governing Council were represented:

Algeria
Austria
Benin
Canada
Colombia
Congo
Cyprus
Czechoslovakia
Democratic Kampuchea
Democratic Yemen
Denmark
Finland
Greece
Holy See
Hungary
Israel
Ivory Coast
Jamaica
Nigeria
Norway
Oman
Philippines
Poland
Republic of Korea
Rwanda
Somalia
Spain
Swaziland
Tunisia

4. The African National Congress, the Palestine Liberation Organization and the Pan Africanist Congress of Azania were also represented as observers.

5. The United Nations Secretariat was represented by the Department of International Economic and Social Affairs.

6. The following United Nations bodies and regional commissions were represented:

Economic Commission for Africa (ECA)
Economic Commission for Europe (ECE)
Economic Commission for Latin America (ECLA)
Economic Commission for Western Asia (ECWA)
United Nations Conference on Trade and Development (UNCTAD)
United Nations Industrial Development Organization (UNIDO)
United Nations Development Programme (UNDP)
Office of the United Nations High Commissioner for Refugees (UNHCR)
United Nations Centre for Human Settlements (Habitat)
United Nations Sudano-Sahelian Office (UNSO)

7. The following specialized agencies were represented:

International Labour Office (ILO)
Food and Agriculture Organization (FAO)
United Nations Educational, Scientific and Cultural Organization (UNESCO)
World Health Organization (WHO)
World Meteorological Organization (WMO)

8. The following other intergovernmental organizations were represented:

African Development Bank
Arab League Educational, Cultural and Scientific Organization (ALESCO)
Council for Mutual Economic Assistance (CMEA)
European Economic Community
League of Arab States
Organization of African Unity (OAU)

In addition, 37 non-governmental organizations were represented as observers.

C. Election of officers

9. At the opening meeting of the ninth session, on 13 May 1981, Mr. M.J. Magariños de Mello (Uruguay) was elected President by acclamation. At the same meeting, the Governing Council elected, by acclamation, Mr. Lothar Hertel (German Democratic Republic), Mr. John Kofi Offeh (Ghana) and Mr. Abdulbar A. Al-Gain (Saudi Arabia) as Vice-Presidents, and Mr. F.L. Schlingemman (Netherlands) as Rapporteur.

D. Credentials

10. In accordance with rule 17, paragraph 2, of the rules of procedure of the Governing Council, the Bureau examined the credentials of the delegations attending the ninth session of the Council. The Bureau found the credentials in order and so reported to the Council, which approved the report of the Bureau at the 9th meeting of the session, on 26 May 1981.

E. Agenda

11. During the consideration of the provisional agenda a number of representatives protested against the presence in the Governing Council of a representative of the so-called "Democratic Kampuchea", a State which did not exist. The blood-stained Pol Pot regime had been overthrown by the Kampuchean people, and represented no one; the presence in a Council session of a representative of a regime which had exterminated millions of people was inappropriate. The sole legitimate representative of the Kampuchean people was the Government of the People's Republic of Kampuchea.

12. In accordance with rule 67 of the rules of procedure, the President gave the floor to the representative of Democratic Kampuchea, who deplored the repetition of manoeuvres on the part of the Soviet Union and other delegations designed to question his delegation's participation in United Nations meetings, pointing out that the issue had been settled by the General Assembly in resolution 35/4 A and B of 14 October and 15 December 1980 respectively. The Council should condemn those manoeuvres, which were aimed at legitimizing the aggressive war being waged by Viet Nam, with the backing of the Soviet Union, against Democratic Kampuchea, and call for withdrawal of the Vietnamese troops in line with the relevant resolutions of the General Assembly.

13. The representative of China said that delegations had come to the Council session in a spirit of co-operation and understanding. The statement by the representative of the Soviet Union disrupted that spirit, and constituted interference in the internal affairs of an independent and sovereign Member State. General Assembly resolution 35/4 A and B had been adopted without a vote, thus implicitly recognizing the Government of Democratic Kampuchea as the legitimate representative of the Kampuchean people. UNEP, as a member of the United Nations system, must comply with resolutions of the General Assembly and his delegation therefore believed that the Council should revert forthwith to the orderly conduct of its business.

14. The Council adopted the provisional agenda for the session as approved at its eighth session. 2/ The agenda as adopted read:

1. Opening of the session.

2. Organization of the session:

   (a) Election of officers;

   (b) Agenda and organization of the work of the session.

3. Credentials of representatives.

4. Executive Director's report and state of the environment.

5. Co-ordination questions.

6. Programme matters.

7. Co-ordination and follow-up of the implementation of the Plan of Action to Combat Desertification.

8. The Environment Fund:

   (a) Implementation of the Fund programme in 1980;

   (b) Management of the Fund of UNEP;

   (c) Financial report and accounts for the biennium 1978-1979 ended 31 December 1979;

   (d) Project and programme evaluation.

9. Administrative and budgetary matters.

10. Provisional agenda, date and place of the tenth session of the Governing Council.

11. Provisional agenda, date and place of the Governing Council session of a special character in commemoration of the tenth anniversary of the United Nations Conference on the Human Environment.

12. Other business.

13. Report of the Governing Council to the General Assembly

14. Closure of the session.

2/ Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 25 (A/35/25), pp. 137-138.

F. Organization of the work of the session

15. At the opening meeting of the session, the Governing Council considered the question of the organization of the work of the session in the light of the suggestions made by the secretariat in the annotations to the provisional agenda and of the time-table of meetings suggested by the Executive Director (UNEP/GC.9/1/Add.1 and Corr.1). It was agreed that item 4 should be considered in the context of a general debate.

16. At the same meeting the Governing Council decided to establish two sessional committees and to allocate agenda items to them as follows:

Sessional Committee I: Agenda items 6 and 7

Sessional Committee II: Agenda items 8 (a), (b), (c) and (d) and 9.

Mr. Abdulbar A. Al-Gain (Saudi Arabia) and Mr. Lothar Hertel (German Democratic Republic) were appointed Chairmen of Sessional Committees I and II, respectively.

G. Work of the Committees

17. Committee I held 14 meetings from 13 to 25 May 1981. At the first meeting, it elected Mr. Jean-Baptiste Mukuri (Burundi) as Rapporteur, and adopted its work plan and tentative time-table. The text of the Committee's report has been incorporated in chapter V below.

18. Committee II held 14 meetings from 13 to 25 May 1981. At the first meeting, it elected Mr. Gilbert Sabathé (France) as Rapporteur and approved a tentative time-table for its work. The text of the Committee's report has been incorporated in chapter VI below.

Chapter III

GENERAL DEBATE

1. In discussing agenda item 4 at the 2nd to 7th plenary meetings of the session, the Council had before it the following documents: the introductory report of the Executive Director (UNEP/GC.9/2), with addenda on resolutions and decisions of the General Assembly and Economic and Social Council of relevance to UNEP (Add.1), the Governing Council session of a special character in 1982 (Add.2 and Add.2/Corr.1 and 2), relationships with non-governmental organizations (Add.3), work on the interrelationships between people, resources, environment and development (Add.4, with a supplement containing the related report of the Secretary-General to the Economic and Social Council), the introductory statement of the Executive Director (Add.5) and a preliminary report on listing of dangerous chemical substances (Add.6), as well as the report on "The state of the environment: selected topics - 1981" (UNEP/GC.9/3).

2. In his introductory statement at the opening meeting, the Executive Director outlined major developments in the world community since the Council's eighth session, arrangements for the Governing Council session of a special character, and programme and Fund matters.

3. In the global round of negotiations planned to tackle the unprecedented current instability and structural disequilibrium in the world economy, the environment represented just one area in which co-operation must replace confrontation. Grim economic conditions might appear to lessen the urgency of environmental concerns, but neglect of such concerns had contributed significantly to the present situation. The arms race was continuing on a disturbing scale, now swallowing up more than $500 billion a year in resources better devoted to development, with well-known adverse effects on the environment. It was to be hoped that measures to check the arms race and lessen international tension would emerge from the forthcoming second special session of the General Assembly on disarmament.

4. Since the eighth session of the Governing Council, the General Assembly had adopted the International Development Strategy for the Third United Nations Development Decade, which took due account of environmental considerations. A number of environmental problems had been singled out as requiring determined efforts to ensure sustainable and environmentally benign economic development. Of particular significance were efforts to increase food production, improve standards of nutrition and rationalize energy production and use. The Assembly had also called for further research on the interrelationships between people, resources, environment and development - proposals on which were before the Council.

5. Environment would be a significant issue at the Third United Nations Conference on the Law of the Sea, the Conference on New and Renewable Sources of Energy and the Conference on Least Developed Countries, all to be resumed or held in the near future. He hoped that the Council's discussion would clarify positions to be taken at those conferences, and assured the members that the UNEP secretariat could be counted on to make an appropriate contribution.

6. At the present session, the Governing Council was to launch the process of preparation for the tenth anniversary, in 1982, of the United Nations Conference on the Human Environment. The session of a special character would combine the twin strands of a stock-taking of achievements so far and a looking forward to prospects to the end of the century and beyond. His report to the Council enumerated the various activities proposed by the secretariat to mark the anniversary.

7. A review of major achievements in the implementation of the Stockholm Action Plan, together with a report on the state of the environment 10 years after Stockholm and a review of UNEP's goals for 1982, would serve as a basis for consideration of what had happened to the environment over the past decade. Those documents in turn would lead into the forward-looking papers: the perspective document, trends for action by UNEP over the next decade, and the system-wide medium-term environment programme for 1984-1989. The secretariat planned to build into the process of preparation interlinkages and as much scope for mutual influence between the two strands as possible. It had endeavoured to devise a common time-table for the preparations together with Governments, the scientific community, members of the United Nations system and other intergovernmental and non-governmental organizations.

8. As far as the perspective document was concerned, consultations had shown that the task of defining a long-term agenda for action and setting aspirational goals for the world community should follow the reaching of agreement on shared perceptions, and should draw to a large extent on the views of Governments. Consequently, he proposed that only the first part of the perspective document should be prepared for 1982, leaving consideration of the full document for 1984.

9. In order to assist the Council in its dual task of reviewing major achievements and identifying major trends for action in the next decade, the secretariat proposed to draw up a single discussion document made up of four parts. The first part would summarize changes in the environment and in perceptions of it as they emerged from the 1982 state of the environment report; the second would summarize achievements in the implementation of the Stockholm Action Plan; the third would outline common perceptions of long-term environmental issues; and the last would set out recommendations concerning major trends for action by UNEP in the next decade.

10. At its eighth session, the Council had decided that goals for 1992 should be drawn up in time for the tenth session. However, since the system-wide medium-term programme was to set detailed objectives for 1989, and since in 1982 the Council was to define trends for action over the subsequent decade, the Council might wish to consider postponing discussion of the 1992 goals until the eleventh session.

11. The Council had also considered at its eighth session proposals for the preparation of a list of dangerous substances and for the convening of a scientific symposium. It had subsequently been agreed that the symposium should be held after the session of a special character. Concerning the list of dangerous substances, a note was before the Council seeking guidance on concrete action to be taken.

12. Turning to programme and Fund matters, the Executive Director pointed out that for the first time the Council had before it a programme performance report on progress in the implementation of work plans and decisions. He would welcome the views of the Council on both the presentation and the substance of the report.

13. The medium-term plan, which covered the period before the start of the system-wide medium-term programme on 1 January 1984, had been drawn up in the light of the provisions of the International Development Strategy for the 1980s. The Council was invited to express its views on the presentation and content of the plan, and to decide upon the level of funding required for its implementation.

14. Also before the Council were the draft objectives for the system-wide medium-term environment programme; the guidance of the Council would be of great assistance in the negotiation of the programme with the co-operating agencies.

15. Despite appeals by the Governing Council, the Economic and Social Council and the General Assembly, total pledges to the Environment Fund stood at slightly over $125 million, against a target for 1978-1981 of $150 million. Certain late payments had complicated the situation, and a sizeable number of countries had continuously failed to pay their expected contributions during the same year. That was all the more regrettable in that the environment was often a unifying factor between neighbouring countries, some of them otherwise in a state of war, as was testified to by the arrangements in West and Central Africa, the Caribbean, the Kuwait Action Plan region, South Asia and the ASEAN region referred to in the documents before the Council. Increased financial support for the Environment Fund was necessary, and he recommended to the Council a target of $120 million for contributions during 1982-1983. The Council's decision on that target would be the most crucial decision of the session.

16. In the light of the objectives the United Nations system would try to achieve over the period 1984-1989, the Council was called upon to give an indication of the resources it believed should be available from the Environment Fund for that six-year period: the basis for such an indicative figure could be the Fund target decided upon for 1982-1983. The Council might also wish to consider instituting a system whereby pledges were made for a multiyear period under the six-year umbrella.

17. The share of non-convertible currencies in the over-all balance of the Fund had fallen to 58.9 per cent in 1980. While the level of such currency balances had exerted no undue influence on the selection of projects, it would be helpful if the Council renewed its appeal to countries to ensure that at least 25 per cent of their contributions in 1982 was in convertible currency, with the proportion increasing thereafter.

18. Turning to the trust funds for which UNEP was responsible, he reported on progress made in the Mediterranean area, and appealed for prompt payments to ensure a predictable schedule of contributions and avoid difficulties in implementation.

19. The signatories to the Kuwait Action Plan had launched their own regional organization, and by the end of the year UNEP would no longer be responsible for supervising its secretariat or administering its trust fund. That was a clear example of the successful catalytic role of UNEP and the Environment Fund.

20. Additional trust funds were proposed for West and Central Africa and for the Caribbean. In the face of such new demands, UNEP's financial role in existing programmes would necessarily diminish. He hoped that the Council would call on the Governments concerned to provide the necessary financial and technical resources for the implementation of such action plans.

21. The Council also had before it reports on additional resources required to meet serious environmental problems in developing countries and on arrangements for financing plans of action (UNEP/GC.9/10/Add.2 and Add.3). He looked forward to receiving the Council's recommendations on those subjects.

22. The coming four years, for which he had been accorded the privilege and honour of being re-elected as Executive Director, would be a period of great challenge for the environment and for UNEP. For much of mankind, accelerated economic development was imperative, and in that process the relevance of environment had been recognized. In the environmental cause a new policy of co-operation would permit a shift from the waste of resources and the protection of privilege to a world whose most precious resource, the co-operation of people and nations, was conserved and nurtured to serve the common good and preserve the rights of future generations. Failure would represent a waste of will and resources, and ultimately of the future.

23. The Executive Director of the United Nations Centre for Human Settlements (UNCHS - Habitat) said that the co-operation between UNCHS and UNEP to which he had referred at the previous session had continued to develop, despite a scarcity of resources.

24. UNEP's evaluation of progress made in the past decade would have to be seen against the background of the broad relationship between the development of settlements and the need to maintain a habitable physical environment for the world's rapidly growing population. Recalling recommendations I and 4 adopted by the Stockholm Conference, he said that much remained to be done to implement them; while the poor lacked some of the most basic needs, the rich minority suffered side effects from their own affluence. Moreover, many of the poor, especially in large cities in developing countries, suffered from the technological ills generated by the rich.

25. Conventional settlements development often led to long, heavy traffic flows, expensive utility networks, pollution of waterways and destruction of the environment. Hundreds of millions of people in the developing countries lacked safe drinking water, hygienic waste disposal, adequate shelter and safe, efficient and cheap transport. Existing infrastructure and services had frequently not been expanded fast enough to serve the growing numbers of people.

26. Inappropriate transport systems were a major source of air pollution, while congestion could be reduced, through construction of more roads and parking places, only at enormous expense. Long-term improvements would require earlier planning, the promotion of public transport and the careful ordering of land uses.

27. The construction of buildings and infrastructure also posed environmental hazards. As expectations rose, demand shifted away from locally available, easily obtainable construction materials to those used by the industrialized countries. However, even a preference for wood-built houses could have an enormous impact on the world's forests. International research was needed to analyse the total impact on the world's resources of the building of a billion houses within a period of 30-50 years.

28. The international community was well aware of environmental problems in the largest cities, but WHO water supply and sanitation data suggested that the environmental conditions of the rural population lagged far behind even those of the urban poor. The concentration of public investment in the cities and the lack of opportunities in rural areas meant that continued growth of slums and squatter settlements was almost inevitable.

29. Many conventional responses to the problems of urban growth had failed to furnish a long-term solution. Yet, with proper planning, squatter settlements could be positive elements in development. The removal of obstacles to their improvement would allow the vigour and ingenuity of their inhabitants, which had already been demonstrated in a number of developing countries, to make an extremely useful contribution to society. More broadly, the economic and environmental problems found both in cities and in the rural areas called for wider distribution of public investment to slow down the rural exodus. At the same time, any attempt to influence population distribution must be rooted in a comprehensive development policy implemented at both national and local levels.

30. An increasing number of Governments wishing to improve their settlements had found that available planning techniques did not yet include appropriate accounting systems. New ways were needed of giving proper weight to environmental factors while maximizing net economic and social benefits. The point at which collective costs and collective benefits were in balance might be considered an economic, social and environmental break-even point. The full spectrum of costs and benefits should be taken into account, even those which were difficult to quantify, and environmental standards established related to the goals which were sought. Existing standards for the durability of buildings and the availability of public health facilities, and new standards being adopted on air and water quality, should be supplemented by standards to control, for example, the size, spacing and density of buildings. Moreover, institutional arrangements were required which would actually make use of such standards and of environmental accounting in making major decisions on settlements development. A narrow sectoral approach to settlements development should give way to a process of comprehensive planning to prevent or minimize the undesirable side effects and consequences of development. Awareness of environmental factors should inform and enhance policy-making planning and decision-taking.

31. National plans alone could not take into account regional and local environmental issues. Consequently, subnational planning, for which, regrettably, many countries lacked institutions and personnel, was needed to provide a framework for development projects of national and local significance and offer efficient guidance for decisions on industrial location, infrastructure development and settlement growth.

32. Meanwhile, regional comprehensive plans should decide on focal points for urban growth, the distribution of industry, the layout of infrastructure, the means of waste disposal, the location of recreational areas and the protection of agricultural land. The purpose of comprehensive local planning was to programme investment and distribute it spatially. Control of the location and density of activities would provide a basis for harmonizing the built environment with the natural environment.

33. Despite the many unknown and uncontrollable variables involved, co-ordinated multisectoral planning was to be preferred to incremental and fragmented decision-making. Population growth, overburdened facilities and a deteriorating environment in and around human settlements made it imperative to attempt to reduce conflicts among sectoral components. Every tool must be used, whatever its stage of development, to design, build and maintain a habitable environment.

34. During the general debate, which took place from 2nd to the 7th plenary meetings of the session, numerous speakers paid tribute to the achievements of UNEP and commended the Executive Director and his staff on their work.

35. Many speakers felt that the ninth session of the Governing Council, the last before the tenth anniversary of the Stockholm Conference, was of particular importance in that it should provide guidance to the Executive Director in the preparations for the Council session of a special character in 1982 and the tenth regular session, which would chart the future course of the Programme.

36. The general economic climate was difficult throughout much of the world, and nations now had to confront basic problems of lack of resources, as well as come to terms with the difficult problems of inflation and unemployment. In that tightening economic context, where hard choices had to be made and priorities had to be set, the need for environmental protection and conservation would come under rigorous scrutiny. It would however be short-sighted to weaken the commitment to environmental action. Economic difficulties only strengthened the argument for pooling resources, and undoubtedly presented UNEP with a challenge to enhance its urgent and vital role of environmental advocacy.

37. In that connexion, many delegations noted with appreciation the increasing recognition throughout the world that environmental considerations were as important as traditional economic parameters in national development planning. Accordingly, they welcomed the adoption by the General Assembly of the International Development Strategy for the Third United Nations Development Decade, and commended the Executive Director for his initiatives in ensuring that environmental considerations were properly reflected in it. It was felt that UNEP would have now to gear itself to giving operational content to the relevant provisions of the new Strategy in order to ensure environmentally sustainable development.

38. Various representatives expressed support for UNEP's initiatives in the field of interrelationships between people, resources, environment and development, and endorsed the case-study approach, including the priorities for action by UNEP as suggested by the Executive Director. Some delegations pointed out that scientists from the socialist countries should be involved in studying the question, in order to ensure that all approaches were taken into account.

39. The Secretary-General's report on the interrelationships (UNEP/GC.9/2/Add.4/Supplement) was introduced by the Assistant Secretary-General in the Department of International Economic and Social Affairs, who observed that the action needed to alter population, resource and environmental trends could not be postponed without foreclosing important development options. At the same time, it was necessary to place that action in the context of a multidisciplinary approach to development. Consequently, he emphasized the need to supplement current efforts to mobilize, synthesize and integrate knowledge on interrelationships by undertaking empirical investigations of specific problems and issues. It was clear that all relevant organizations and institutions should be involved in these efforts, within and outside the United Nations system which went beyond the capacity of the system alone to undertake.

40. Commenting on the Secretary-General's report, one delegation said that it contained many valuable conclusions, but that its abstract nature made it inadequate as far as a concrete presentation of continuing activities in the United Nations system or concrete proposals for a system-wide medium-term environment programme was concerned. In view of the numerous concrete suggestions for the programme of work it contained, the full report of the high-level group of experts should be annexed to the Governing Council's report on its ninth session.

41. Appreciation was expressed for UNEP's efforts to increase environmental awareness and the emerging consensus in both developed and developing countries as to the need to achieve environmentally sound development. It was hoped that such development would be reinforced as a result of the session of a special character. A few delegations emphasized in that connexion the need to review UNEP's catalytic role and perhaps redefine it to include pratical assistance and direct involvement in the execution of projects, in order to enable the organization to make the impact it needed and deserved to make in many developing countries, especially those of Africa.

42. Support was expressed for the suggestions made by the Executive Director to ensure that the forthcoming global round of negotiations took environmental considerations fully into account. One delegation, however, noted that environment was not among the major issues on the agenda of those negotiations, and expressed the view that UNEP should not become involved.

43. Delegations emphasized the need for the rapid implementation of the World Conservation Strategy, which, in the view of one delegation, had introduced the concept of conservation as equal in importance to, essential for and complementary to development. In that connexion, reference was made to the special character of IUCN, as an organization composed of Governments and non-governmental organizations, and the hope was expressed that UNEP would not cut its project-oriented support to the organization.

44. Many delegations described environmental machinery in their countries, and enumerated decisions of environmental significance adopted in recent years. One delegation said that UNEP could play an important role in publicizing national efforts to incorporate the environmental dimension in development, and drawing them to the attention of other - particularly developing - countries. Mention was made of such awareness-creating events as national tree-planting days, a soil erosion week, and an environmental protection publicity month. One representative described an annual international festival of environmental films, and suggested that the 1982 festival might be held under UNEP auspices to help commemorate the tenth anniversary of the Stockholm Conference.

45. Many representatives drew attention to the increasing international co-operation in the field of environment, citing their Government's accession to a number of international conventions covering a wide range of subjects, as well as their participation in international environmental conferences.

46. Reference was made to regional co-operative activities in the environment field both within and outside the United Nations framework. Some representatives felt that UNEP should seek to promote such activities, and that the Council should discuss at its tenth session the possibility of establishing regional components within the Environment Fund. In the view of one delegation UNEP should even go further and identify subregions which could constitute focuses for programming and financial support. One delegation suggested strengthening the regional commissions to deal with problems which were essentially regional in scope, thus freeing UNEP for activities in research, information and assistance in the implementation of national programmes. Many other delegations, however, felt that UNEP should decentralize its functions and assign greater responsibilities to the regional offices in terms of the planning and implementation of its projects and activities, in such a way that global action by UNEP could be built up efficiently and flexibly around regional targets and needs. To that end they requested the Executive Director to strengthen the structures of the UNEP regional offices.

47. Many references were made to specific regional activities. Assistance from UNEP was requested for the South Asian Co-operative Environment Programme, the ASEAN Sub-regional Environmental Programme, the East Asian Seas Programme, the South Pacific Regional Environmental programme, the Red Sea Programme and the Wider Caribbean Environment Programme. One delegation urged the Council to reverse the decision to cut financial support to the Mediterranean Trust Fund.

48. A number of delegations noted that, in Europe, the ECE High-level Meeting on the Protection of the Environment had opened up new prospects for international co-operation, and expressed the hope that UNEP would continue to support activities in pursuance of Council decision 8/16 A, especially as they were of significance beyond the European region.

49. A number of representatives commended the work of UNEP in the regional seas programme, and noted with satisfaction its growing successes in various parts of the world. One representative cited the programme as a good example of the catalytic role of UNEP, while others considered it to be one of the brighter spots in UNEP's work. One representative expressed

gratitude for the selection of Athens to host the secretariat for the Mediterranean Action Plan, while another requested modifications in the Red Sea programme to enable full participation by all interested parties.

50. The Chairman of the Intergovernmental Meeting on the Caribbean Environment Programme, held in Jamaica in April 1981, furnished the Council with a detailed report on the steps which had been taken to get the programme under way, and expressed the hope that co-operation with UNEP would continue.

51. Noting that environmental degradation in certain regions posed serious threats to the quality of life, and that remedies could prove difficult because of lack of political will and the divergent interests of nations, one representative called upon the Governing Council to adopt a decision on an "environment security plan" to protect countries from the adverse effects arising from the process of development in neighbouring States. Another representative, however, pointed out that the issue to which reference was being made was a bilateral matter which it was inappropriate to bring before the Governing Council.

52. A number of representatives deplored the waste on armaments of resources which would be better used for environmental projects, and the potentially adverse consequences of the arms race for the environment. They stressed that initiatives were urgently necessary, that UNEP must not stand aloof from issues of disarmament, peace and security, that the Executive Director should ensure prompt preparation of the Secretary-General's report on the adverse effects of the arms race, and that UNEP should play an active role in the second special session of the General Assembly on disarmament. One delegation, however, expressed the view that UNEP should leave disarmament issues to bodies which specialized in that subject.

53. A number of representatives urged UNEP to promote the implementation of General Assembly resolution 35/8 on the historical responsibility of States for the preservation of nature for present and future generations, an issue to which the arms race was also relevant.

54. One representative reiterated his country's call for an international meeting to discuss the serious issue of material remnants of war, including compensation for damage inflicted by them, and urged UNEP to take the necessary steps for the convening of such a meeting in the near future. Another representative expressed regret at the lack of progress in implementing General Assembly resolution 35/71.

55. General support was expressed for the Executive Director's proposals concerning the arrangements for the session of a special character. Various delegations expressed the view that, inter alia for reasons of economy, the 1982 sessions should be held at Nairobi. The representative of Mexico said that his Government would not press its proposal that Mexico should host the special Governing Council meeting to commemorate the tenth anniversary of the Stockholm Conference, and that it would provide the Government of Kenya with full support. A number of representatives urged that the session of a special character should be as short as possible, with some saying it should last six working days at most. Others, however, felt that more time would be necessary. For the tenth regular session, several delegations suggested that seven days would be sufficient, especially as the Executive Director had rightly indicated that there would be no need for a general debate.

56. It was generally agreed that the Governing Council should make it clear at the earliest opportunity that countries should be represented at the session of a special character at a high political level, preferably at the ministerial level.

57. Several delegations stressed that the Council should strive to avoid any duplication between the two sessions; the session of a special character should aim to rekindle interest in, and the political commitment of Governments to, the cause of the environment. Many emphasized that it would furnish an excellent opportunity to conduct a wide-ranging review of UNEP's achievements in its first decade of existence, and sketch out ideas for future activities. Items suggested for discussion at that session were a study of the environmental effects of certain military activities, on the basis of an expert report; examination of ways and means to remedy the non-observance of the Stockholm principles or facilitate their application; and a thorough review of the value for money yielded by UNEP funds used to support the activities of other United Nations organizations.

58. Most representatives endorsed the Executive Director's suggestion that a single principal document should be presented to the session of a special character. One suggested that the Council should consider organizing regional meetings to harmonize views on the document, and that national and regional reports on the environment should also be submitted to the session. Another urged the Council to commission a special study of the various aspects of land degradation, which constituted the most serious ecological threat to the environment. The hope was expressed that the various reports which had been called for could be consolidated to ensure that the session of a special character did not suffer the blight of proliferating documentation.

59. Several delegations emphasized that the report on the state of the environment 10 years after Stockholm should be a document of use to policy-makers, and should be drawn up in close co-operation with all the relevant parts of the United Nations system. Other delegations stressed that due account should be taken of achievements in the socialist countries, and that a representative of the eastern European countries should participate in the final editing of the report. Suggested topics for in-depth treatment included food, energy and soils.

60. One delegation, supported by other delegations, proposed the establishment of an independent commission of eminent persons, similar to the Pearson and Brandt Commissions, to undertake a study of the world's environment to the year 2000 and beyond. Some delegations suggested that the perspective document should be drawn up by an intergovernmental preparatory committee established by the General Assembly, with the assistance of the commission of eminent persons, and agreed with the proposal that the special session should be furnished with only the first part of the perspective document, i.e. the part on shared perceptions. One delegation did not favour further consultations outside the Governing Council on the perspective document. A number of delegations felt that formulation of the 1992 goals for UNEP should be postponed in order to keep documentation within bounds.

61. One delegation expressed regret that the information programme for the 1982 sessions suggested by the Executive Director gave no details of expected inputs from elsewhere in the United Nations system, or the crucial role which could be played by non-governmental organizations, and requested the Executive Director to provide further details, while another felt that the programme needed sharpening to focus on a limited number of components with major impact. One representative expressed the view that national activities could enhance the impact of the tenth anniversary, while another felt that prizes and medals should be awarded as incentives to environmental protection.

62. Several delegations emphasized that UNEP should concentrate on areas where it had a unique capability to achieve environmental objectives, and should eschew over-ambitious or controversial projects. Some pointed out that its catalytic efforts and the injection of "seed capital" into regional intergovernmental groupings would in due course be amplified through self-help. One delegation felt the Governing Council should lay down that programmes should benefit countries which needed them most; others urged that assistance to developing countries should be distributed in a more balanced manner, with a few stressing that more money should be allocated to projects in Africa. Another said that UNEP should be more selective in the future in setting programme priorities, while another called for a thorough analysis of failure to reach targets in such areas as GEMS, ocean programmes and arid and semi-arid ecosystems.

63. General satisfaction was expressed at the concise and useful programme performance report submitted by the Executive Director (UNEP/GC.9/5 and Corr.1 and 5/Add.5). One delegation suggested that the report should become an annual publication, perhaps more analytical in content, while another said that more emphasis was needed on pest management systems and rangeland assessment.

64. A number of delegations welcomed the medium-term plan for 1982-1983. One delegation felt it was essential to ensure that the plan was sufficiently complete to serve as a guide for UNEP, preclude arbitrary interpretation and allow for modification where necessary, while another said that the relationships between the various components should be clearly spelt out.

65. The report on the state of the environment 1981 was generally welcomed, though one speaker felt it took insufficient account of socio-economic conditions in socialist countries. One delegation said that it was not sufficient for the Governing Council simply to take note of the report: what was needed was a commitment by Governments to concrete action. Another expressed support for the Executive Director's suggestion that countries should allocate a percentage of their GNP for pollution control, and suggested that the section of the report on ground water should be rearranged to draw a distinction between arid and wet areas. One delegation stressed in particular the importance of environmental economics as a means of analysing the efficiency of various corrective environmental protection measures and evaluating the damage inflicted on the environment due to poorly planned economic development.

66. Numerous representatives said that they attached special importance to the Earthwatch programme. The increased information emanating from GEMS was welcomed; however, one delegation stressed that GEMS would play a useful role only if it was genuinely global in nature, while another said that further refining and greater co-ordination of the programme was necessary.

67. The INFOTERRA programme was felt to be of great importance and worthy of support; however, one delegation criticized its over-large administrative apparatus and the fact that it provided limited benefits to countries.

68. Several representatives commended the work being carried out on the International Register of Potentially Toxic Chemicals, and urged UNEP to strengthen such activities in order to meet the growing risks posed by the widespread use of toxic chemicals, and to ensure that the developing countries did not become a dumping ground for unsafe pharmaceutical products and hazardous chemicals. One representative stressed the need to discourage the export of harmful chemicals to, and their marketing in, developing countries. It was pointed out that a co-ordinated effort should be made to expand the IRPTC working list of selected chemical substances by adding to it potentially toxic chemicals selected from among those discovered or developed since the last survey. One delegation, recalling the proposal that a list of dangerous chemical substances should be drawn up for submission to the Council at its tenth session, and welcoming the Executive Director's preliminary report on the subject, expressed the hope that in preparing the list the Executive Director would draw upon expertise available in IRPTC, and use outside experts where appropriate.

69. Some delegations urged UNEP to expand its efforts to implement the World Climate Impact Studies Programme; others called for an international carbon dioxide programme. A number of delegations expressed support for the drafting of a convention to protect the ozone layer. It was suggested that a working group should be set up to prepare a first draft, and that the Co-ordinating Committee on the Ozone Layer should oversee the whole process.

70. Many representatives expressed serious concern at the increasing problems of desertification, and supported UNEP's work in co-ordinating the implementation of the Plan of Action to Combat Desertification. The co-operation between UNEP and UNDP, through UNSO, in combating desertification in the Sudano-Sahelian region was also welcomed, and a request was made to include Benin among the countries eligible to receive assistance through UNSO. The representative of Mexico offered to explore the possibility that his Government might host a conference on monitoring the process of desertification for countries in the western hemisphere, or possibly with broader participation.

71. One delegation felt that the functions of the Consultative Group on Desertification Control should be redefined and clarified, while another said that the Desertification Branch of UNEP should be strengthened and reinvigorated to enable it to give priority to assessing the implementation of the Action Plan well in advance of the 1985 target date.

72. One delegation requested the Governing Council to add Bangladesh to the list of countries eligible to receive assistance under the Plan of Action to Combat Desertification. Another delegation said that it would firmly oppose any proposal to include Bangladesh in the list.

73. Support was expressed for UNEP's activities in relation to tropical forests. One delegation expressed regret that the scheduled second expert meeting had not yet taken place, stressing that a global action plan was urgently needed. Another delegation, however, felt that such a plan was not called for, and would involve an unacceptable infringement of national sovereignty. One delegation stressed the need for the collection and dissemination of information, the devising of strategies, the development of management techniques and the expansion of training in relation to tropical forests.

74. Support was expressed for UNEP's efforts with regard to the development of a world soils policy, and further work on soil productivity was suggested. One delegation felt that the guidelines being prepared by UNEP on soil erosion and siltation would be most useful. Another expressed support for the global monitoring of soil degradation, while a third drew attention to the report of the second expert meeting on world soils policy, and stressed the need for further action on its recommendations at the national, regional and international levels. One delegation urged UNEP to ensure that priority was given to solving the problems related to land degradation as singled out for special attention in the new International Development Strategy.

75. Many delegations drew attention to the critical world energy situation and its effect on many developing countries, particularly in connexion with the growing attack on forest resources as a way of meeting national energy needs. Some drew attention to efforts to meet the requirements for domestic fuel from such sources as biogas, and by upgrading wood-burning systems to make them more efficient. It was felt that UNEP could make a significant contribution to such efforts by assisting States in strengthening their research and development capabilities in the field of alternative sources of energy, more particularly in such areas as wind, biogas, etc.

76. Many delegations referred to the importance, in particular for developing countries, of the forthcoming United Nations Conference on New and Renewable Sources of Energy, stressing that the development and utilization of new sources of energy and the conservation and protection of the environment were interrelated issues. A number of delegations stressed the need for UNEP to make a substantive contribution to the Conference and to participate as appropriate in the implementation of its recommendations. One drew particular attention to the gravity of the fuelwood crisis and, supported by others, suggested that the Council should address an appeal to the preparatory committee for the Conference on the subject. Another representative offered two studies carried out in his country on energy issues as contributions to the energy conference.

77. Several delegations expressed support for UNEP's planned input to the forthcoming Conference on Least Developed Countries. It was pointed out that the Conference should bear in mind the importance of energy as a major factor determining the prospects of those countries.

78. Several delegations welcomed the Executive Director's report on international co-operation in the use of shared natural resources. One delegation urged the Council to adopt the principles on shared natural resources and to call upon Governments to respect them. Another, however, emphasized that UNEP must not go beyond what had been decided by the General Assembly, and in particular should not proceed as if the principles had gained broad acceptance.

79. Environmental law was considered to be a subject of growing importance, and support was expressed for UNEP activities in that field. One delegation particularly welcomed the fact that UNEP planned to start work on a global convention on environmental impact assessment.

80. A number of delegations welcomed the work done in preparing for the ad hoc meeting of senior Government officials expert in environmental law, to be held at Montevideo in November 1981, which should establish a framework and set out a programme for the long-term development of environmental law, with particular regard to the interests of developing countries. One suggested that the programme should be so formulated as to include the components of assessment, management, and supporting measures. Others, while welcoming the holding of an informal preparatory meeting in Ottawa in 1980, thought that the priorities the participants had enumerated should be broadened to include problems specific to the developing countries in the management, protection and rational exploitation of their natural resources. Another delegation stressed that the Council should give clear guidance to the preparatory committee in developing the agenda for the ad hoc meeting, and expressed the hope that the preparatory process would result in the identification of issues and discussion topics which would justify its Government's participation.

81. Noting that environmental education was critically important in training people who were later to be engaged in environmental management, one delegation said that the need for the establishment of a programme activity centre for environmental education could hardly be overemphasized: UNEP should strengthen its efforts to promote the establishment of networks of institutions of environmental education and training, and should give priority in the programme to the necessary technical and financial assistance to Governments. Similar views were expressed by another delegation, which commended UNEP for its support to CIFCA and welcomed the work on the establishment of a network of environmental education institutions in Latin America and the Caribbean.

82. A number of delegations expressed appreciation of the role of non-governmental organizations in UNEP's activities, particularly in enhancing environmental awareness, and it was pointed out that such organizations could make a special contribution to celebrating the tenth anniversary of the Stockholm Conference. One delegation requested that a reference to IUCN should be added to the Executive Director's report on relations with non-governmental organizations.

83. Some delegations considered that the Executive Director's target of around $120 million for expenditure under the medium-term plan for 1982-1983 was reasonable, while others found it somewhat on the low side: if 25 per cent real growth in activities during the biennium was expected, then contributions to the Fund should rise to some $150 million. Others, however, felt that the $120 million figure was unrealistically high, and that the Council should not approve a programme for which sufficient funds were not expected to be available, but should set the 1982-1983 budget at the level of likely contributions. In addition, one delegation said, a desirable target towards which efforts could be directed might also be established. Another delegation suggested that alternative programmes should be presented based on different levels of contributions, and several pointed out that if the level of contributions was uncertain, UNEP must review its priorities. One delegation suggested that an effort should be made to link planning in UNEP with the availability of financial resources, while another said that the Governing Council should enjoy maximum flexibility to modify or terminate projects each year as appropriate.

84. One delegation remarked that UNEP's administrative expenses were still considerable, and included expensive and not always effective missions. Moreover, the tendency persisted to transfer the cost of services which used to be paid for from the Fund to the regular budget of the United Nations. Remedying that situation would not only improve the programme's efficiency, but would also promote the mobilization of available resources.

85. Appreciation was expressed for the efforts to broaden the base of the Fund. A number of delegations appealed to Governments to increase their contributions to the Fund, or at least maintain them in real terms. Numerous delegations announced their Governments' contributions for the period 1982-1983, many of them reporting increases over the previous period.

86. Regret was expressed at the shortfall in contributions, and concern was shown at the tendency to delay payments to the Fund. One representative rejected suggestions in the documentation that any particular Government was to blame for delays in programme implementation. UNEP had substantial investments of which use could have been made; moreover, the delays may have been due for instance to the large number of vacancies and the rapid staff turnover.

87. Many delegations expressed support for the proposed "special window" to provide additional finance for dealing with environmental problems in developing countries, as requested by the General Assembly. One said that the "special window" should attract resources additional to those in the Fund, and would be a suitable mechanism for financing a series of specific programmes. Others felt that the proposal merited special and careful consideration, while one pointed out that if it was introduced, it would be necessary for recipients to attach high priority to environmental problems. A third group of delegations, however, opposed the suggestion, arguing that UNEP was not a development aid agency and that the "special window" would compete for scarce resources while increasing overheads. Several expressed reservations concerning amendment of the financial rules to earmark finance for specific purposes, which would have implications for the nature and role of the Fund.

88. One representative pointed out that, as discussion had shown, the various mechanisms proposed for securing additional resources by means of international fees, charges or taxes were not appropriate or feasible, and said that UNEP should abandon that approach.

89. Concern was expressed at the level of non-convertible currency balances in the Fund. Strong support was expressed for the Executive Director's efforts to encourage contributors in non-convertible currencies to fix a minimum of 25 per cent for the convertible portion of their contributions in 1982 and an increasing proportion every year thereafter. Some delegations pointed out that contributing in non-convertible currencies amounted to earmarking contributions for use only in the contributing country. Other delegations attached the utmost importance to maintaining the voluntary character of the Fund without any restrictions, and it was pointed out that increasing activities in countries which contributed in non-convertible currencies were leading to a reduction in the accumulated balances, and that the Executive Director's report showed that the alleged difficulties were non-existent.

90. The adoption of Arabic as a working language of the Governing Council was welcomed as a step forward. One representative expressed the hope that all necessary measures had been taken to ensure its introduction.

91. Several delegations welcomed UNEP's efforts to implement Council resolution 8/4 on assistance to the Palestinian people, while another requested information on action taken to implement the various resolutions on the subject.

92. The representative of PLO denounced inhuman Israel practices aimed at uprooting the Palestinian people from their homeland. Recent developments included further annexation of land, closure of holy places and repressive measures against universities. Attacks on Palestinian refugees in Lebanon had been combined with interference in Lebanese internal affairs. Moreover, the new United States Government had, through its policies, dragged the world to the brink of war. He appealed to the Governing Council to condemn Israel, the United States of America and their allies which were bent on destroying not only the environment but the very existence of the Palestinian people.

93. The representative of Israel, speaking in exercise of the right of reply, deplored the PLO representative's attempt to misuse the forum of the Governing Council. Many improvements had occurred in the living conditions of the Palestinian Arabs in the past 13 years, and the area was enjoying unprecedented prosperity and absolute religious freedom. The core of the Arab/Israel conflict remained the adamant refusal of many Arab States to recognize Israel's right to exist, added to the terrorist activities of the unrepresentative PLO, whose aim was to destroy the State of Israel. Israel was co-operating with UNDP in implementing a number of projects to benefit the Palestinian people; concentration and co-ordination of international assistance was the best method of serving the interests of the population.

94. The delegation of the United States of America, also speaking in exercise of the right of reply, deplored the continued practice of PLO of using a scientific and technical forum for polemical and propagandistic attacks, indicating that the PLO intervention did not deserve the dignity of a substantive response.

95. One representative denounced the war of aggression against his country carried out by the Hanoi authorities, backed by the Soviet Union. Appeals by the General Assembly for an end to the aggression and the withdrawal of Vietnamese forces had been ignored, and Kampuchea had become a devastated and arid land. A scorched-earth policy designed to cause famine had been combined with the use of chemical weapons, in violation of international agreements. A United Nations commission should be sent to Kampuchea to confirm the truth of the reports which had been received. Another representative expressed regret at recent aggression which had hampered development and adversely affected the environment in Kampuchea and Afghanistan.

96. Several delegations welcomed the fact that the Executive Director had implemented Council resolution 8/3 on relations with South Africa, and one urged him to ensure that countries were made aware that the situation in South Africa presented a potentially highly damaging environmental problem. One delegation stated that apartheid represented a gross violation of the basic principles of the United Nations Declaration on the Human Environment, and called on the Governing Council to condemn the system and render all possible assistance to the victims of apartheid.

97. The representative of the CMEA secretariat briefly outlined her organizations's achievements in the field of environmental co-operation. Activities planned for 1981-1985 fell into such priority areas as low-waste and non-waste technologies, the rational use of natural resources and a global monitoring system, and would help to achieve the aims laid down at the ECE high-level meeting on environmental protection held in 1979. She also mentioned activities being carried out under the co-operation agreement between CMEA and UNEP.

98. The Acting Director of the'South Asia Co-operative Environment Programme (SACEP) said that the programme, which reflected the deep concern of the participating countries about environmental matters, was designed as a self-reliant effort to ensure that the resources of the subregion were managed in such a way as to furnish a sustained basis for development. He paid tribute to UNEP and its Regional Office for Asia and the Pacific for

their untiring efforts to make the programme a reality, and appealed to donor agencies to furnish appropriate assistance.

99. The representative of the European Economic Community expressed satisfaction with the co-operation between EEC and UNEP, which had led to a marked convergence of views. Environmental concerns occupied an important place in numerous Community policies, including those on development aid and regulatory activities within the Community. EEC was especially interested in UNEP activities concerning environmental law and regional seas, and was a keen participant in them.

100. The representative of the Environment Liaison Centre (ELC), speaking on behalf of a number of non-governmental organizations represented at the session, expressed concern at the slackening financial commitment to UNEP. She welcomed the Executive Director's proposals for participation by non-governmental organizations in the 1982 sessions, which would revive interest in environmental issues, and described various activities planned in conjunction with the tenth anniversary celebrations. Non-governmental organizations welcomed the fact that responsibility for relations with non-governmental organizations had been allocated at a high level in UNEP, but continued to believe that the responsibility should be a full-time one.

101. The Director General of the International Union for the Conservation of Nature and Natural Resources (IUCN) expressed appreciation to UNEP for its co-operation and to Governments for their support, mentioned the various activities of his organization in the field of conservation for development, and highlighted the World Conservation Strategy - which had perhaps done more to put conservation on the world's agenda than any other single action since the Stockholm Conference - as the best reflection of IUCN's broad conservation mandate. IUCN had taken various steps to further the direct implementation of the Strategy, and also welcomed the signing of a new round of projects in co-operation with UNEP, which he hoped would shortly be expanded.

102. The Chairman of the Commission on Environment of the International Chamber of Commerce, speaking also on behalf of the International Centre for Industry and Environment, reported that the "Environmental Guidelines for World Industry" adopted in 1974 were to be updated and revised. He outlined the current activities of ICC and its subsidiary bodies, and described plans to mark the tenth anniversary of the Stockholm Conference with an industrial conference. Industry was willing to accommodate and even anticipate environmental concerns, but rejected unnecessary constraints, and the over-simplification implicit in such slogans and catch-phrases as "the polluter pays" and "zero pollution". He appealed for a spirit of co-operation and understanding between governments, industry and conservationists, each acknowledging the sincerity of the others in pursuit of the common goal of a better environment.

103. After expressing his appreciation for the positive remarks made during the general debate on the achievements of the programme, the Executive Director drew attention to a number of areas in which agreement had emerged. They included his intention to continue to give operational content to the environmental considerations now included in the International Development Strategy for the Third United Nations Development Decade, the importance of environment in the global round of negotiations, the approach toward the study of interrelationships between people, resources, development and environment, the value of the system-wide medium-term environment programme

as a co-ordinating tool, and the contents and process of preparation of the first section of the perspective document. Noting that a number of representatives had raised questions concerning UNEP's ability to influence the United Nations system, he emphasized the fact that members of the United Nations system were extending a very high degree of positive response to UNEP's views and underscored a number of the difficulties that must be faced particularly in dealing with the agencies, not the least of which was the fact that the agencies did not yet have a unified programme budgeting system.

104. Noting that significant disagreements seemed to exist concerning the Fund target for the 1982-1983 biennium, with some Governments urging greater economies and concentration of activities, he drew attention to the number of new activities as well as requests for funds which had emerged during the current session. He would of course always be guided by the wishes of Governments, but he needed clear and specific directives if he was to discharge the responsibilities of the Programme effectively. He could not, however, see how standing machinery to oversee the management of the Fund and the administration of projects could be considered at all when he was entrusted, as Executive Director, by the General Assembly resolution which established UNEP, with the administration of the Fund.

105. Regarding the duration of the session of a special character and the tenth regular session, it was important for Governments to realize that sufficient time must be allowed to enable representatives to participate effectively in the session. During the current session some 68 speakers had participated in the general debate, which had occupied six meetings; at the session of a special character, there would be considerably more speakers. At its tenth regular session, the Council would be called upon to adopt decisions relating to the report on the state of the environment, the periodicity and duration of sessions of the Governing Council, the ACC report, the report on UNEP/Habitat joint bureau meetings, the regional presence of UNEP, the system-wide medium-term environment programme and the programme performance report, the management of the Fund and the implementation of the Fund programme, among other subjects. Those requirements had led him to the conclusion that the regular session would require a minimum of nine days, while the session of a special character could not be finished in less than seven days.

106. He welcomed the suggestion made regarding a policy statement from the Council addressed to the energy conference. He also explained in some detail the nature of the report on the state of the environment 10 years after Stockholm. It was not a document to be negotiated by Governments, since it was a report by the Executive Director. There would be three versions: a scientific version, a popular version and executive summary by the Executive Director addressed to policy-makers.

107. Responding to the comments made by one delegation regarding the Fund balance and its bank investments, he explained that although the records had reflected investments of $11.2 million at the end of 1980, there were liabilities to be set against that figure. The important figure was the Fund balance at the end of the year, which was $10.8 million in convertible currency, including $6.8 million in pledges which were unpaid at the time. Consequently, he would not have had the ability to make additional commitments against such funds while waiting for information not only on the date of payment of the contribution of the State in question, but essentially on whether more contributions would be forthcoming.

Action by the Governing Council

108. At the 8th meeting of the session, on 25 May 1981, the Governing Council considered a draft decision submitted by the delegations of Bulgaria, Byelorussian SSR, Czechoslovakia, German Democratic Republic, Hungary, Poland, Ukrainian SSR and USSR on environment and the arms race (UNEP/GC.9/L.6/Rev.2).

109. The representative of China reminded the Council of his country's stand concerning the adoption of general Assembly resolution 35/8 on the historical responsibility of States for the preservation of nature for present and future generations. China had always been in favour of genuine disarmament, but felt that the Governing Council should leave the issue to United Nations conferences specifically convened to discuss it. Accordingly, his delegation would not participate in the vote on the draft decision.

110. The representative of the Netherlands, speaking on behalf of the member States of the European Communities which were members of the Governing Council, said that those countries had outlined their attitude to General Assembly resolution 35/8 when they had abstained in the vote in the Assembly. Appropriate forums for the discussion of disarmament issues existed elsewhere in the United Nations system, and duplication should be avoided. The countries on behalf of which he was speaking did not feel that UNEP should be called upon to allocate scarce and precious resources to specific consideration of matters which were more properly dealt with elsewhere. For that reason, they would abstain in the vote on the draft decision.

111. The President then put the draft decision to the vote. At the request of the delegation of the United States of America, the vote was taken by roll-call. The draft decision was adopted by 11 votes to none, with 33 abstentions (see annex I, decision 9/4). The voting was as follows:

In favour: Bangladesh, Bulgaria, Byelorussian SSR, Ethiopia, Germany Democratic Republic, Ghana, Guinea, Libyan Arab Jamahiriya, Ukrainian SSR, Union of Soviet Socialist Republics and Yugoslavia.

Against: None.

Abstaining: Argentina, Australia, Belgium, Brazil, Chile, Egypt, France, Gabon, Germany, Federal Republic of, Iceland, India, Indonesia, Italy, Japan, Kenya, Kuwait, Liberia, Malaysia, Mexico, Netherlands, New Zealand, Panama, Peru, Saudi Arabia, Sweden, Switzerland, Thailand, Turkey, Uganda, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay and Venezuela.

112. The representative of Sweden said that Sweden had not found it possible to support General Assembly resolution 35/8 as it was insufficiently specific and did not appear capable of achieving any tangible results beyond what had already been achieved by means of certain international agreements. The decision which had just been adopted was basically a follow-up to resolution 35/8, and therefore the Swedish delegation had not found it appropriate to support it. Its abstention should in no way be interpreted, however, as indicating a lack of support for UNEP's legitimate role in studying the environmental aspects of war and armed conflict.

113. The representative of Brazil said that his country's delegation had abstained in the vote on General Assembly resolution 35/8, and also in the vote on the decision just adopted by the Council, which was of a similar nature. The decision failed to highlight the prime responsibility of the nuclear States and to bring out the fact that the responsibility falling on the non-nuclear States was not necessarily at the same level.

114. At the same meeting, the Council considered a draft decision on material remnants of war, submitted by the African group (UNEP/GC.9/L.8).

115. The representative of the Federal Republic of Germany, speaking also on behalf of the delegations of Australia, Belgium, France, Italy, Netherlands, New Zealand, United Kingdom of Great Britain and Northern Ireland, and the United States of America requested a vote on the draft decision. The nine delegations did not regard the Council as an appropriate forum for discussion of the question of material remnants of war, and did not believe that UNEP's workload should be needlessly increased by imposing the question on it. Such issues were most usefully pursued through bilateral discussions. Furthermore, the draft decision made fundamental assumptions about certain matters of general international law which were of doubtful validity.

116. The representative of Switzerland said that, if a separate vote was taken on paragraph 1 of the draft decision, he would abstain, as he felt that the issue was one which called for bilateral negotiations. Nevertheless, the claims to the affected countries were legitimate, and it was necessary to find a solution to the problem of material remnants of war; for that reason he would vote in favour of the draft decision.

117. The draft decision was adopted by 16 votes to 8, with 6 abstentions (see annex I, decision 9/5).

118. The representative of the USSR said that he had voted in favour of the draft decision for the reasons already set out by his country's delegation in the vote on General Assembly resolution 35/71. The representative of the German Democratic Republic associated himself with those remarks.

119. At the same meeting, the Council adopted by consensus a draft decision submitted by the delegations of Indonesia, Mexico, Netherlands, New Zealand, Nigeria, Norway, Sri Lanka and Sudan, entitled "list of dangerous chemical substances" (UNEP/GC.9/L.11) (see annex I, decision 9/6).

120. The Council then adopted by consensus a draft decision on the United Nations Conference on New and Renewable Sources of Energy, submitted by the delegations of Bangladesh, Benin, Canada, China, Denmark, France and the Netherlands (UNEP/GC.9/L.13) (see annex I, decision 9/7).

121. At the 9th meeting of the session, on 26 May 1981, the Council adopted by consensus a draft decision on programme policy and implementation suggested by the President (UNEP/GC.9/L.14 and Corr.1) (see annex I, decision 9/1).

122. The representative of Kuwait, speaking on behalf of the Arab group of countries, placed on record their understanding that section III, paragraph 1 of the decision just adopted would mean, inter alia, that the Executive Director would continue his discussions with the Administrator of the United Nations Development Programme with respect to the finalization of

the proposed project for assistance to the Palestinian people described in his introductory report (UNEP/GC.9/2, para. 20). It was also their understanding that those discussions would be concluded expeditiously and the project implemented without delay, and that the Executive Director would develop further activities in ensuring the implementation of General Assembly resolution 34/133 within the sphere of responsibility of the Programme.

123. The Governing Council then adopted by consensus a draft decision suggested by the Bureau on the Governing Council session of a special character in 1982 (UNEP/GC.9/L.9) (see annex I, decision 9/2).

124. At the same meeting the Council considered a draft decision submitted by the African group on global armaments spending (UNEP/GC.9/L.10/Rev.1), as well as a set of proposed amendments to it submitted by the east European group (UNEP/GC.9/L.10/Rev.1/Add.1).

125. The representative of China said that the incorporation of the proposed amendments would detract from the value of the draft decision, and that they in fact constituted a smoke-screen for military expansion, preparations for war and a policy of aggression on the part of a certain country. Accordingly, he would not participate in the vote. The representative of Bangladesh associated himself with those remarks.

126. The representatives of Egypt and Liberia deplored the fact that no consultations had taken place with the sponsors of the draft decision regarding the proposed amendments, which the sponsors firmly rejected.

127. In accordance with rule 53 of its rules of procedure, the Council then voted on the proposed amendments to the draft decision. They were rejected by 5 votes to 11, with 25 abstentions.

128. The Council then turned to the draft decision itself. The representative of the Netherlands, speaking on behalf of the States members of the European Communities which were members of the Council, pointed out that appropriate forums for the discussion of disarmament issues existed elsewhere in the United Nations system, and that any duplication of work should be avoided. Moreover, an essential pre-condition for the allocation of a proportion of military expenditure to environmental protection or development would be the establishment of effective and reliable instruments for the measurement and comparison of such expenditure in free-market and centrally planned economies. Without such procedures any attempt to establish a link between military spending and other programmes would be subject to distortions.

129. The representative of Sweden noted that her Government was very active in promoting disarmament initiatives in appropriate United Nations forums, and also did its utmost to further international co-operation in the field of the environment. However, the linkage proposed in the draft decision between arms costs and resources for improvement of the environment ran counter to Sweden's policy.

130. The representative of Saudi Arabia said that UNEP was not an appropriate forum for the discussion of disarmament matters. Furthermore, in the absence of international agreements providing otherwise, any funding for UNEP must come from voluntary contributions. Finally, the draft decision as it stood infringed upon the sovereignty of States.

131. The representative of Switzerland said that, although his country had consistently opposed the arms race, and understood concern at the possible consequences of the use of arms for the environment, it felt that it was not appropriate for UNEP to deal with such matters, which should be left to other international bodies. Accordingly, he would abstain in the vote on the draft decision.

132. The President then put the draft decision to the vote. The draft decision was adopted by 17 votes to 2, with 23 abstentions (see annex I, decision 9/8).

133. The representative of the USSR said that he had abstained in the vote on the draft decision in accordance with his country's view that additional resources for development and environmental protection should be obtained from part of the resources freed as a result of cuts in military spending, as provided for in General Assembly resolution 3093 (XVIII). The representatives of Bulgaria and the German Democratic Republic associated themselves with that statement.

134. The representative of the United States of America expressed regret at the linking of disarmament and environmental protection in the decision. The identification of specific percentage targets would only restrict efforts being made to protect the environment, and in the case of her country would indeed result in a vast decrease in the funds allocated to those efforts.

135. The Council then turned to consideration of a draft decision on solidarity with the victims of apartheid in southern Africa, submitted by the African group (UNEP/GC.9/L.17).

136. The representative of the United States of America drew attention to the fact that the draft decision had not been submitted in accordance with the time limits laid down in rule 43 of the rules of procedure. She proposed that the Council should decline to consider the draft, in order not to set a regrettable precedent, and called for a vote on that proposal.

137. The Council then voted on the proposal made by the United States representative. The proposal was rejected by 13 votes to 25, with 6 abstentions.

138. The representative of Argentina said that he had abstained in the vote on the procedural proposal because, while he regretted that he had been given no opportunity to discuss the draft decision, he did not wish to endorse a departure from the rules of procedure of the Council.

139. After the Council resumed its consideration of the draft decision, a number of representatives expressed reservations concerning certain of its provisions, which they felt went beyond the competence of the Council.

The sponsors then requested time for further negotiations on the draft. The representative of the United Kingdom of Great Britain and Northern Ireland, supported by the representative of the United States of America, called for the draft to be put to the vote immediately. The proposal was opposed by the representative of Malaysia and Argentina. The Council then voted on the proposal that the draft decision should be put to the vote immediately. The proposal was rejected by 12 votes to 32, with three abstentions.

140. The draft was then briefly withdrawn to permit consultations. Subsequently, the representative of Ethiopia introduced a revised version of the draft, sponsored also by the delegation of India, which, he said, took account of the criticisms that had been made.

141. The representative of the Netherlands, speaking on behalf of the member States of the European Communities which were members of the Council, said that the Executive Director should not be asked to become directly involved in matters such as combating apartheid, which properly belonged elsewhere. Accordingly, the delegations of those countries, which had repeatedly expressed their abhorrence of apartheid, would vote against the draft decision. The representatives of Australia, New Zealand and the United States of America associated themselves with that statement.

142. The representative of Sweden said that the proposal to invite the Executive Director to seek ways and means of providing support for the promotion of public awareness of the environmental impacts of apartheid was highly questionable. While apartheid might have environmental consequences, Sweden felt that the struggle should be against apartheid itself, and should be conducted in other forums, where the entire world community was represented.

143. The representative of Switzerland said that his Government had always stressed the importance of not politicizing the debates of specialized United Nations bodies. Switzerland condemned apartheid, but in the interest of universality in United Nations bodies he would vote against the draft decision.

144. The representative of Argentina expressed appreciation for the consultations which had been held, which had made it possible to arrive at an acceptable text. The draft decision was now in keeping with the nature of UNEP and with environmental concerns, and was founded on principles which had already been universally recognized.

145. The Council then voted on the draft decision. At the request of the representative of Ethiopia, the vote was taken by roll-call. The draft decision was adopted by 37 votes to 12, with 3 abstentions (see annex I, decision 9/9). The voting was as follows:

In favour: Argentina, Bangladesh, Botswana, Brazil, Bulgaria, Burundi, Byelorussian SSR, China, Egypt, Ethiopia, German Democratic Republic, Ghana, Guinea, India, Indonesia, Iraq, Kenya, Kuwait, Liberia, Libyan Arab Jamahiriya, Malaysia, Mexico, Pakistan, Panama, Peru, Saudi Arabia, Sudan, Thailand, Turkey, Uganda, Ukrainian SSR, United Soviet Socialist Republics, United Arab Emirates, Uruguay, Venezuela, Yugoslavia and Zaire.

Against: Australia, Belgium, France, Germany, Federal Republic of, Iceland, Italy, Netherlands, New Zealand, Sweden, Switzerland, United Kingdom of Great Britain and Northern Ireland, and the United States of America.

Abstaining: Chile, Japan and Malawi.

Chapter IV

CO-ORDINATION QUESTIONS

1. In considering agenda item 5 at the 7th plenary meeting of the session, delegations had before them documents UNEP/GC.9/4 and Adds. 1-3, Add.3/Corr.1 and Supplement, Adds.4 and 5 and Add.5/Corr.1. A large number of delegations had chosen to address the item of co-ordination during their presentations in the general debate: their views are, however, reflected in the present chapter.

2. Many delegations commended the preparations made by the secretariat for the development of the system-wide medium-term environment programme 1984-1989. A number of the delegations welcomed the efforts made to enlist the co-operation of other United Nations organizations, as well as the positive response of those organizations to the relevant decisions and resolutions of the Governing Council, the Economic and Social Council and the General Assembly, as testified to by the report of the Administrative Committee on Co-ordination to the Governing Council. Other delegations, however, were not fully convinced that the co-ordination and co-operation with other parts of the United Nations system was as fruitful and effective as it should be. They stressed the need for active co-operation between UNEP and the other parts of the United Nations system, and urged Governments to instruct their delegations to the relevant governing bodies accordingly. Several delegations, stressing that the system-wide programme would lead to a serious examination of how UNEP fulfilled its co-ordinating and catalytic role within the United Nations system, requested the Executive Director to analyse the ways in which other United Nations organizations were planning to implement the provisions of the system-wide programme relevant to their own mandates, as well as the extent to which decisions of the UNEP Governing Council had had a bearing on the programmes of those organizations, and to report on the results of those analyses to the Council at its tenth session.

3. Some delegations, while joining others in commending the structure and content of the proposed system-wide programme, felt that, in view of the limited financial resources to carry it out, a clear assessment was needed of the priorities for action, together with a clear distribution of responsibilities between UNEP and the other relevant bodies of the United Nations system. The fact that many United Nations organizations were already including environmental considerations as an integral part of their programmes should be capitalized upon.

4. One delegation noted that the system-wide medium-term environment programme would not be effectively implemented unless sufficient funds were made available to the United Nations system as a whole.

5. Many delegations referred to the perspective document as a document of prime importance. They supported the structure suggested by ACC and the Executive Director, and agreed that UNEP should endeavour to identify, for the Council session of a special character, only the shared perceptions of

the world community regarding environmental issues of the future; the whole document should be ready in 1984. One delegation referred to the perspective document as a natural political foundation for the system-wide medium-term environment programme, and a major platform for introducing environmental considerations in the review of the new international development strategy; in preparing the document, full use should be made of the results of the work of the United Nations system on interrelationships between people, resources, environment and development. Another delegation felt that the preparation of the perspective document could help to determine the environmental trends to be addressed in the future, while another emphasized that it could play an important role in strengthening the co-ordination of environmental programmes of the United Nations system.

6. Several delegations suggested ways in which the preparatory process for the development of the full perspective document could be carried out in order to ensure full involvement of Governments, regional organizations, the scientific community and the United Nations system; specific proposals were the convening by the General Assembly of an intergovernmental Preparatory Committee, and the establishment of an independent commission of high-level experts. One delegation, however, stated that it was not in favour of a new intergovernmental mechanism outside the framework of the Governing Council.

7. Several delegations strongly appealed to the Executive Director to take into consideration the good work accomplished by the regional economic commissions under the present arrangements, by which UNEP was supporting environmental co-ordination units in the secretariats of four of the commissions, and urged the Executive Director to consider not withdrawing the support of UNEP until the commissions could stand on their own in that respect. One delegation stressed that the regional commissions were in a unique position to assist developing countries in tackling problems of environmental protection which, for those countries, touched at the very roots of human welfare. Some delegations referred with satisfaction to the present co-operation between UNEP and ECE, particularly in the follow-up of the conclusions of the 1979 High-level Meeting on Protection of the Environment.

8. A number of delegations expressed their appreciation of the presentation made by the Executive Director of Habitat on the co-operation between his organization and UNEP, and stressed the need for continuation and expansion of that co-operation. One delegation emphasized that such co-operation should take place first and foremost at the working level, questioned the viability, in cost/benefit terms, of the joint bureau meetings, and urged the Executive Director to collaborate with the Executive Director of Habitat in studying the matter. Another delegation suggested that UNEP and Habitat should be encouraged to promote further research and development of the ecosystems approach to human settlements.

9. The representative of FAO referred to the existence, within his organization, of the interdepartmental Working Group on Natural Resources and Environment, and highlighted some of the most important areas of co-operation between FAO and other United Nations organizations, including UNEP, in the field of environment. FAO would continue to contribute to the task of harmonizing environmental programmes of the United Nations system, and intended to play fully its role in that respect.

10. The representative of UNESCO, speaking also on behalf of ILO, stressed the importance of the role of UNEP in the over-all co-ordination and stimulation of environmental activities within the United Nations system. He called for greater concentration of UNEP resources on co-operative projects with the United Nations organizations, and said UNEP should avoid a dissipation of efforts or competition with others. UNESCO and ILO were willing to contribute to the further development of a system-wide programme in which their environmental activities would find an appropriate place. From UNESCO's point of view, the evaluation of the catalytic role of UNEP would undoubtedly prove positive.

11. Summarizing the views of the Council, the Executive Director noted that delegations had appreciated the report of ACC, and most of them entertained very positive expectations that the further development of the system-wide programme would lead to greater unification of programmes throughout the United Nations system. Addressing the comments made by some delegations that the influence of UNEP on the rest of the United Nations system was not pervasive enough, he recalled that UNEP enjoyed the support and collaboration of other United Nations organizations, expressed at the highest level through ACC, and said that the present level of co-operation would never have been reached without mutual understanding. From 1984, most organizations of the system would embark on common cycles of medium-term planning and programme budgeting, thus greatly facilitating the task of harmonizing programmes; he expected that those agencies which co-operated with UNEP in the implementation of the environment programme would thus be able to announce their commitments for the first biennial budget period of the medium-term programme period. UNEP should continue to play its triple role within the United Nations system: to co-operate with other United Nations organizations, exercising influence through its intellectual inputs and catalytic money from the Environment Fund; to co-ordinate, which was the mandate given to UNEP by the General Assembly; and to execute in answer to specific demands of the Governing Council such projects as GEMS, INFOTERRA, and IRPTC.

12. The perspective document had received wide support from the Council. Delegations had largely agreed to his proposals on the structure of the document, and with his view that only the first part of it, namely the presentation of the shared perceptions of the world community and the possible means of dealing with them, would be presented to the Governing Council in 1982, as a part of the document on the future trends of international environmental efforts. Essentially, three proposals had been made for the process of preparation of the other two parts of the document: an intergovernmental process supported by an independent commission, a purely independent process, and no further development of the document. He explained in some detail the nature and mode of financing of an expert independent commission, stressing in particular that it was essentially financed by individual Governments or private institutions. He expected that the Council would come up with definite recommendations before the end of the session, having weighed carefully the financial and administrative implications of the different proposals under consideration.

13. He noted the great interest expressed by several delegations in continued co-operation between UNEP and the regional commissions, and assured the Council that his decision on continued support to the environmental co-ordination units within those commissions, where such arrangements existed, would be based on a thorough evaluation of the available financial resources and of the capacity of the commissions to take over those responsibilities.

Action by the Governing Council

14. At the 9th meeting of the session, on 26 May 1981, the Governing Council adopted by consensus a draft decision on co-ordination questions submitted by the Bureau (UNEP/GC.9/L.16) (see annex I, decision 9/3).

Chapter V

PROGRAMME MATTERS

1. Agenda items 6 and 7 were assigned to Sessional Committee I for consideration. In considering the items, the Committee had before it documents UNEP/GC.9/5 and Corr.1 and Adds.1-5; UNEP/GC.9/6 and Corr.1 and Corr.2 and Add.1; UNEP/GC.9/7; UNEP/GC.9/8 and Add.1; UNEP/GC.9/INF.1; UNEP/GC/INF.1/Rev.2/Supplement 2; UNEP/GC/INF.5/Supplement 4; and UNEP/GC.9/4/Adds.1 and 4. For an account of the organization of the Committee's work see chapter II, paragraph 17 above.

A. Draft objectives, structure and level of detail of the system-wide medium-term and environment programme

2. In his statement introducing the draft objectives, structure and elaborated sample of the system-wide programme, (UNEP/GC.9/7), the Assistant Executive Director emphasized the close involvement of concerned United Nations organizations and bodies in the preparation of the system-wide medium-term environment programme and its consequent collaborative character. The draft programme presented in UNEP/GC.9/7 and its annexes represented the objectives of the environment programme for the United Nations system as a whole, although care was taken not to reproduce entire programmes of other organizations. The programming cycles of various United Nations organs were expected to be harmonized from 1984 onwards; nevertheless, since it would still be difficult to plan unequivocally up to the year 1989, the text had to concern itself with broad issues, thus retaining flexibility. After the Governing Council gave its views on the draft structure, objectives and level of detail of the system-wide programme, the secretariat would intensify consultations with other members of the system so as to develop the programme in detail, within the approved framework, for submission to the Council at its tenth session.

3. Delegations commended the efforts put into preparing the structure and objectives of the system-wide programme. It was observed that, in view of the close link between the formulation of that programme and issues of environmental co-ordination within the United Nations system, the Council needed to consider the programme in terms of such co-ordination. The preparation of the programme was an innovative and challenging undertaking, especially in the light of its system-wide character. When finally approved, it should serve as an instrument of interagency co-ordination so as to ensure that international efforts to analyse and alleviate environmental problems had maximum impact. In particular, it must influence, and be concretely reflected in, the individual work programmes and budgets of organizations in the United Nations system. Co-ordination in the system in that respect

needed to be intensified, to remedy a situation whereby, for example, that adequate budgetary information on various sub-programmes identified in the UNEP medium-term plan for 1982-1983 had not been forthcoming from some organizations. Moreover, the participation of organizations in joint programming consultations in respect of individual programmes needed to be intensified.

4. Some delegations asked how binding the system-wide programme was on the organizations of the system. The Committee consequently noted with approval the observations of the Administrative Committee on Co-ordination that "the system-wide medium-term environment programme being jointly conceived and prepared would be of use to the United Nations system as a whole, and that each organization would take account of its provisions in accordance with its constitutional mandate and programming procedures ... as a means for exercising mutual influence on their planning and programming processes". 1/

5. Delegations agreed that interagency co-ordination would be greatly facilitated if representatives of individual Governments participating in the governing bodies of members of the United Nations system spoke with one voice on environmental issues. The need for systematic and intensified efforts to ensure inter-departmental co-ordination within Governments in that respect was universally recognized, as was the importance of high-level UNEP representation at the sessions of these governing bodies when they discussed own future programmes. The Committee noted that, once the system-wide programme was finally approved by the Governing Council, it would be submitted to the Governing bodies of concerned United Nations organizations for consideration.

6. There was general agreement that the programme should not cover areas where only Governments could and should act. It could, however, guide Governments in the orientation and implementation of their environment-related programmes.

7. The structure of the system-wide programme was discussed at length. Several delegations welcomed the interagency collaborative effort to present a fairly comprehensive set of sub-programmes aimed at providing a clear picture of the nature and scope of environmental activities planned by the United Nations system. Some, however, felt it difficult to pronounce judgement on the objectives before them in the absence of information on the programme activity under each, since the objectives, of necessity, had to be general. It was therefore suggested that UNEP circulate, if possible, a draft of the full system-wide programme to Governments for comment, so as to enable them to participate more substantively in the preparatory process. It was also emphasized that the programme should reflect the views of intergovernmental and other expert meetings and committees on the subject areas covered by the various programmes.

1/ UNEP/GC.9/4/Add.1, para.5.

8. Some delegations said it was essential to relate the system-wide programme to the goals of UNEP for 1992 and beyond and to the perspective document being prepared for the Governing Council session of a special character in 1982, and noted the need to review the programme, perhaps biennially, in the light of emerging environmental problems and findings. Such periodic reviews and refinement would also be valuable inasmuch as sub-programme planning and budgetary allocations would become progressively more specific with time. The secretariat gave an assurance that, while the various documents for 1982 were being prepared in parallel, substantive linkages among them would be maintained.

9. It was agreed that the system-wide programme was not meant to contain only those environmental initiatives to be supported, or otherwise catalysed, by UNEP, nor to imply that every activity it referred to was to be co-ordinated by the UNEP secretariat. Its aim was to provide a global context for the environment-related activities of the United Nations system, to improve their coherence and co-ordination through mutual support and influence, and thus to achieve cost-effective and maximum impact.

10. Some delegations cautioned that a comprehensive system-wide environment programme might not clearly reflect UNEP's specific role in the system. Hence, rather than attempting to be fully comprehensive, the programme should accurately reflect priority areas for UNEP in the light of what the system had already accomplished and thus focus on filling gaps and supporting crucial environmental initiatives. In particular, prominence should be given to sub-programme elements of multi-purpose character with a close bearing on the development concerns of countries - for example, the gamut of issues relating to soil, water and forestry management and arresting land degradation. The programme should also emphasize assistance to developing countries in implementing environmental activities.

11. Some delegations felt that the draft objectives concentrated too much on preparing surveys, collecting data and monitoring. Greater emphasis needed to be given to action-oriented work, to the application of available and emerging knowledge in environmental protection and improvement in countries, inter alia through pilot projects, and to strengthening regional training and research centres and national institutional capabilities to formulate, implement and monitor environmental improvement programmes. Some others, however, felt that the emphasis on environmental assessment was legitimate, as UNEP had the potential of making a unique and crucial contribution in that area.

12. Several delegations observed that while the proposed structure appeared to cover the major environmental issues, the guidelines or criteria from which the structure was derived were not explicitly stated. In view of the often all-embracing and trans-sectoral character of environmental issues, it was perhaps difficult to fit the programme into neat categories; nevertheless, the proposed structure could be improved by minimizing overlap between sub-programmes, re-ordering and re-grouping where necessary, bringing out the substantive linkages between sub-programmes and making the functional presentation of the objectives under individual sub-programmes more consistent. For

example, the elements of "research", "training", and "legal instruments and studies" were mentioned under some sub-programmes but not under some others, even where they could be considered pertinent. It was agreed that a short annex to the programme would be prepared enumerating the various trans-sectoral areas, and providing cross references to their inclusion under the respective sub-programme headings within the main body of the programme. One delegation supported the intention of the Executive Director to elaborate programmes of an interdisciplinary and global character, e.g. GEMS, as integral parts of the system-wide programme.

13. One specific proposal was to combine programmes 9-13 under the heading of "Natural resources development", 4 and 5 under "Environmental issues relating to human settlements", 13 and 14 under "Protection of endangered species", 17-19 under "Marine environment", 20-22 under "Environment and development" and 24-26 under "Supporting measures". Another proposal was to group programmes under the headings land, water, air, oceans, biota, human settlements, industry, energy, natural disasters and the supporting measures of education, information, training and research. No agreement was reached on these proposals.

14. In response to suggestions by a number of delegations for the need to maximize the outcome from the activities of UNEP, there was reference to the desirability to merge the effort expended on genetic resources and wildlife, and on environmentally sound and appropriate technology, with other relevant parts of the environmental management programme, including for example, energy, human settlements and terrestrial ecosystems. However, a number of delegations stressed the desirability of maintaining areas within the programme, such as regional seas and industry and the environment, as distinct in their own right. Widely varying emphasis was indicated in relation to many activities which included mangrove ecosystems, wetlands ecosystems, environment and transport, mining of nodules from the sea-bed, remnants of wars, especially mines, food storage and prevention of food losses, contamination of extra-terrestrial space, adverse effects of pharmaceuticals, environmental statistics, and strengthening of national environmental institutional capabilities. It was argued by some delegations and the representative of IUCN that the scope of the World Conservation Strategy was too broad to be limited to the programme on wildlife and protected areas, and its contents should therefore be reflected in all relevant programmes. It was, however, appreciated that the responsibility for making the strategy operational rested with Governments.

15. Specific observations concerning further elaboration of the content of individual programmes were as follows:

Programme 1: One delegation felt that under 1 (a) (iv), effects other than those relating to acidity should also be included. It was also suggested that the programme be limited to impact on man himself;

Programme 3: While two delegations felt that the item was of low priority, another suggested that "Occupational health problems of migrants workers" be included under 3 (c);

Programme 4: It was felt that since UNEP should be concentrating on the environmental aspects of drinking water supply and sanitation the programme could be appropriately re-defined and combined with programme 9;

Programme 5: It was emphasized that environmental aspects of community-level planning should be included. In particular, the phrase "in national, regional and local frameworks" might be added after "planning and development" in 5 (a) (i). It was also proposed that protection of the cultural heritage, including monuments, and participation of the public in environmental improvement of settlements be included;

Programme 7: It was felt that the objectives in respect of protection of the ozone layer (7 (d)) were rather vague, and the addition of an element on the development of an effective legal system applicable to the protection of the ozone layer was suggested;

Programme 9: It was proposed that the over-all structure of the objectives be streamlined by including in programme 9 the environmental content of programme 4, and adding a training and research component;

Programme 11: It was felt that the programme needed to respond more sensitively to the requirements for implementation of the world soils policy;

Programme 13: The specific inclusion of "coastal ecosystems", "mangrove ecosystems" and "wetlands ecosystems" was proposed;

Programme 17-19: One delegation suggested that the area of marine pollution might be developed along the lines of "Regional seas". It was proposed that programme 18, should include "oceanographic studies" and other pertinent work of UNESCO and other competent organizations. The representative of UNESCO suggested that the system-wide "Regional seas" programme should not only include the work of the UNEP regional seas programme, but also reflect pertinent work being carried out in the rest of the United Nations system;

Programme 20: One delegation proposed that "suitable methodologies of cost-benefit evaluation of environmental measures and changes" in sub-programme 20 (b) be supplemented

by "and/or methods of assessing cost-effectiveness of expenditures aimed at bringing about desired environmental improvement";

Programme 21: One delegation said that the role of migrant workers in relation to land degradation deserved attention;

Programme 22: The inclusion of the following sub-programmes was proposed:

- Environmental impact of industrial location policies;
- Industrial waste treatment, disposal and recycling (with the objectives of: preparation of guidelines and manuals for treatment of wastes of specific industries; establishment of criteria for the development and implementation of effluent standards; and organization of training programmes on industrial waste and treatment disposal);
- International exchange of information on industrial environmental control;
- Strengthening of institutions for industrial environmental control;

Programme 23: One delegation proposed that the title be amended to "Energy and environment", and said that the present subprogramme 23 (a) should focus on new energy technologies. Another suggested that subprogramme 23 (c) fell outside the scope of an environment programme, which ought to concentrate on identifying and promoting environmentally sound way of producing and using energy. Another proposed the addition of an element on "Methodologies of saving energy". One delegation proposed the addition of "biological energy resources" to the list of new technologies in 23 (a) (ii), while another called for emphasis on the finite nature of conventional energy resources;

Programme 24: It was agreed that the over-all objective should be qualified by addition of the phrase "within existing institutional frameworks". One delegation suggested the replacement of "enforcement" in the title of subprogramme 24 (a) by "development and implementation". In subprogramme 24 (b), it was suggested that the term "guidelines" be added after "agreements" in line 2, and after "codes of conduct" in line 6 of objective 24 (b). It was also proposed that the phrase "a new body of" be deleted from the title, and the phrase "new Law of the Sea Convention" replaced by "results of the Third United Nations Conference on the Law of the Sea". It was further proposed that "and regulatory" be added after "legislative" in line 1 of objective 24 (c) (i).

Programme 25: Delegations called for emphasis on the role of universities, particularly in developing countries, where their institutional capabilities needed strengthening for the purpose, in respect of (a) introducing environmental dimensions in traditional disciplines; and (b) initiating new programmes of environmental studies;

Programme 26: One delegation suggested that promotion of awareness of environmental management at various levels needed greater emphasis.

16. The Committee considered the sample of an elaborated system-wide medium-term programme for genetic resources presented in annex III of document UNEP/GC.9/7 from the standpoint of format and level of detail to be included in the development of the rest of the programme. The general feeling was that the format and level of detail shown in the sample were satisfactory, although there was scope for improvement so as to provide a more complete, coherent and clear system-wide picture and thus facilitate better implementation. Condensation of the introductory remarks concerning the general orientation of programmes and sub-programmes would also be feasible: reference to relevant decisions and resolutions of concerned organizations in the United Nations system would suffice. The representative of ILO expressed the view that there should be no distinction between secretariat and intergovernmental objectives, since the organizations constituted a whole. Such a distinction could apply only to means of action.

17. It was felt important to bring out linkages among programmes and sub-programmes, as well as among the responsibilities of the various bodies involved. The section on co-ordination, in particular, should define precisely the nature and scope of involvement of individual organizations in the activities concerned, and should give a clear indication of the planned budgetary allocations by each organization to individual sub-programme elements. Conversely, it was suggested that the pattern and extent of co-ordination might be seen more clearly if the nature and extent of involvement of individual organizations were reflected under each sub-programme. One delegation suggested that such information might be given in tabular form. Another proposed that, if possible, the developed programme should indicate the "target groups" to whom the various programmes were addressed.

18. The representatives of ECA, ILO, FAO, UNESCO, WHO and WMO expressed appreciation of the collaborative efforts put into the preparation of the system-wide programme. They emphasized the importance of further inter-agency consultations on a bilateral as well as multilateral basis in the elaboration of this programme to ensure harmonization of activities compatible with the mandates and programming procedures of the respective organizations. While the programme should reflect all activities considered to be environmental or of particular environmental significance by each agency, those which were of major concern to one agency only might be treated briefly. The representative of UNESCO stressed that the structure of the system-wide programme should be broad and coherent and that, in its detailed formulation, activities concerning the assessment and the rational management of natural resources should be associated with those concerning their protection. The representatives said that the system-wide approach should remain flexible and not unduly ambitious in order to achieve concrete results. They indicated that their organizations would continue to collaborate closely with UNEP in the further development of the system-wide programme in the context of the over-all co-ordinating mechanisms of the United Nations system.

B. The environment programme 1980-1983

1. Introduction

19. In his introductory statement, the Assistant Executive Director, said the secretariat would welcome comments on both the format and the content of the two new documents before the committee, the programme performance report (UNEP/GC.5 and Corr.1 and Add.5) and the medium-term plan (UNEP/GC.9/6 and Corr.1-3), and particularly on the priorities set out in the plan. He also drew attention to the list of priority topics for environmental assessment over the next few years contained in the in-depth review of Earthwatch and expanded on in document UNEP/GC.9/INF.1.

20. There was general agreement among delegations that in format and presentation, the programme performance report and the medium-term plan, were succinct, informative, logical and a great improvement over previous years' documentation. Two delegations observed that the documents were comprehensive and one felt that more time for debate on them would have been useful. Another delegation found discrepancies between individual sections of the two documents, and suggested that in future, the retrospective and prospective reports on the programme should be sequentially matched. Other comments were that in the programme performance report, greater effort should be made to relate progress to specific objectives; that without increasing the volume of the document, there should be less administrative accounts of activities and meetings, and more reference to achievements, consequences and difficulties encountered, in order to permit establishment of priorities for further action; that it would be helpful to have the budget of both current and the past years reproduced together; and that a list of UNEP publications which had appeared during the previous year should be annexed to the document to help raise the low information profile of the environment programme.

21. With respect to the medium-term plan, several delegations felt that it would be helpful to include budgetary breakdowns for each element of the strategies, and to indicate more clearly what should be the operational and financial roles of the various main actors. Such details would be helpful if priorities had to be set in order to temper programming enthusiasm with financial realism. Another delegation reiterated that subjects for assessment should be chosen on the basis of their relevance to global problems, of their urgency and importance and of the opportunities for regional co-operation and training they provided. Consequently, arid lands, desertification, forests and oceans should be general areas of priority concern for Earthwatch. One delegation noted that, according to paragraph 4 of the medium-term plan, the objectives therein were in some cases those approved by the Governing Council. In its view, the Governing Council had indeed approved a series of objectives, strategies, concentration areas and goals for 1982, so as to guide the work of the environment programme. Therefore it was not clear why new objectives and strategies had been introduced in the document. The changes should be put forward for the approval of the Governing Council.

2. Environmental assessment

22. Many delegations expressed the view that Earthwatch was the corner-stone of the environment programme, since there could be no effective environmental management without assessment, and that no other agency could perform assessment tasks in the way that UNEP should. One delegation, expressing confidence that the Council would agree to the Executive Director's suggestion (UNEP/GC.9/6, para. 10) that the future orientation of the programme should reflect the above premise, urged him to make sufficient resources available for Earthwatch to discharge such a role effectively.

23. Two delegations welcomed the creation of a new budget sub-line covering research and assessment, since effective research programmes were essential to the success of any assessment effort.

24. A few delegations emphasized that Earthwatch should avoid dispersal of effort and resources and concentrate on a few activities which would be likely to produce concrete results. There was general agreement on the topics for environmental assessment listed in the in-depth review of Earthwatch and in paragraph 18 of the programme performance report and those reflected in the medium-term plan and document UNEP/GC.9/INF.1. A number of delegations commented to the in-depth review as a comprehensive compendium of assessment activities which would be helpful in structuring future activities.

25. Two delegations, noting that activities within Earthwatch were generally oriented to the needs of the more developed countries, which had the capacity to generate, analyse and utilize environmental information, said that the various components of Earthwatch must be made more sensitive to the needs and capacities of developing countries which, since sophisticated and expensive expertise and manpower were often required, might initially have to give environmental assessment low priority.

26. One delegation welcomed the working co-operation between UNEP and the specialized agencies within the Earthwatch programme. The representatives of FAO, UNESCO and WMO underscored that sentiment, making particular reference to joint projects within GEMS (see below, paras. 31 and 32).

(a) Global Environment Monitoring System (GEMS)

27. Delegations expressed general satisfaction with all of the projects within the main sub-divisions of GEMS - renewable natural resources, pollution (including long-range transport of pollutants) and climate. One delegation observed that without the sort of data generated by the GEMS monitoring network, environmental assessment could not be done effectively: the achievement indicators mentioned in the medium-term plan e.g., new methodologies, evaluations of monitoring systems and production of assessment statements in particular, indicated the role of GEMS in environmental assessment. Two delegations stated that their countries had found the recently published UNEP/FAO/UNESCO soil degradation assessment methodology of particular value.

28. One delegation expressed the view that activities within GEMS tended to be isolated from those of other organizations: the memorandum of understanding between UNEP and CMEA should result in better co-ordination of some GEMS activities. Another delegation remarked that certain UNEP/FAO/WHO activities should draw on the experience of the OECD chemical programme, and that greater harmonization between such programmes would be beneficial. In contrast, the representatives of a number of agencies expressed considerable satisfaction with the current degree of co-ordination, and one delegation urged that the secretariat continue its support of the UNEP/ECE European Monitoring and Evaluation Programme within GEMS.

29. Some delegations felt that the progress reported within GEMS was mainly in local and regional activities. The forthcoming international symposium on integrated monitoring (Tbilisi, October 1981) should result in proposals to consolidate certain GEMS activities into a truly global effort based on a number of scientific activities.

30. One delegation, supported by another, emphasized the need to include monitoring of oceans within GEMS, thereby expanding ocean monitoring to encompass more than merely regional concerns. The monitoring of oceans could, for example, fall under the aegis of GESAMP, with a co-ordinating group as had been established for GARP.

31. The representative of Kenya said that the background BAPMoN station on Mount Kenya had been partially equipped, and his Government was anxious to obtain the necessary resources to allow the station to become fully operational.

32. The representative of FAO said that the tropical forest cover monitoring project had been completed, and the tropical forest resources assessment was in the press. Those two successful joint UNEP/FAO projects were not static exercises, however, and required the follow-up indicated in the medium-term plan.

33. The representative of UNESCO indicated his organization's satisfaction at the close co-operation between the GEMS programme activity centre and relevant agencies in the development of joint activities in the field of renewable natural resources. He observed that the water quality monitoring component of GEMS should not be restricted to drinking water, and agreed with a previous speaker that ocean monitoring activities should be considered for a place within GEMS.

34. The representative of ECA pointed out that the GEMS projects in the field of renewable natural resources had been conducted initially in Africa. In that respect, one delegation expressed the hope that monitoring activities in rangeland areas would spread to other regions as well.

(b) INFOTERRA

35. Widespread satisfaction was expressed with the progress achieved within INFOTERRA, which some delegations considered to be among the most important of UNEP's activities. One delegation referred to the increased use rate, while another noted that the network now had over 8,500 sources. Another delegation observed that the INFOTERRA network could adapt easily to different levels of services, and most speakers agreed that top priority should be given to information services. One delegation suggested that the attributes list should be revised. Another queried the over-all cost-effectiveness of the system, and a third suggested a gradual expansion in numbers of sources and users.

36. There was virtually unanimous support of the recommendations made in the evaluation report. Some delegations endorsed all the recommendations, whereas one asked if they were all necessary. Most delegations supported increased development of national focal points, and several stated that the focal points might need the assistance of the programme activity centre in information or in providing training for their staff. Some reservations were expressed about the additional burden which the recommendations, if put into effect, would place on national focal points, and one delegation felt that in view of the financial constraints, the focal points should not take on any additional work. Different approaches to national focal point operations were mentioned: one delegation announced that its focal point was about to be computerized, while another said that its focal point had increased its activities through manual searches. Two delegations from developed countries stated that their Governments could no longer subsidize the increasing costs of a national directory, while another said that its national focal point was seeking more funds from the Government.

37. Several delegations advocated increased support for the INFOTERRA Programme Activity Centre to enable it to conform to the recommendations of the evaluation report, especially, as one delegation put it, to strengthen communications, to provide substantive information, and to increase promotional efforts. There was general support for the recommendation that INFOTERRA should move beyond referral into provision of substantive information, although several delegations, while agreeing with the ultimate usefulness of such a move, suggested that it might prove too expensive. One cautioned that INFOTERRA should not become a document delivery system. Another urged closer co-ordination between INFOTERRA system and existing information systems within the United Nations. A third suggested that system expansion should not be forced from the Centre, and should be in step with the pace of national focal point development. In the light of the recommendations for increased funding, one delegation wondered if INFOTERRA would still be considered worth-while if no additional funds were available. Another emphasized that future strategy should be realistic.

38. The representative of UNESCO stated that in line with the evaluation made within UNISIST, UNESCO would be prepared, in co-operation with UNEP, to undertake a study to ascertain whether the national focal points could realistically move beyond referral.

39. The Assistant Executive Director said it was estimated that the transition from referral to provision of information would require an additional $400,000 per annum, and that a strengthening of national focal points would also require more money.

(c) International Register of Potentially Toxic Chemicals (IRPTC)

40. IRPTC was seen as an important component of Earthwatch which should continue to receive sufficient resources to strengthen its information collection and dissemination activities. Many delegations commended IRPTC on the progress made, and expressed confidence that the Register would soon become operational.

41. Several delegations commended IRPTC for its working relationships with national correspondents, and highlighted the need for further training and assistance to correspondents in developing countries. The importance of IRPTC assistance in establishing national registers of potentially toxic chemicals was also stressed, and some delegations observed that IRPTC had a very important role to play in supplying information on hazardous chemicals being exported to developing countries. One delegation called attention to the need for co-operation with relevant international programmes, particularly the International Programme on Chemical Safety.

42. The concept of network arrangements for collection and dissemination of data on chemicals was considered important, and the need for Governments, international organizations and industries to participate actively in such networks with IRPTC was pointed out.

43. One delegation commended IRPTC on its successful efforts to implement Governing Council decision 8/8 of 29 April 1980 on transboundary transport and disposal of hazardous wastes.

(d) Outer limits

44. Numerous delegations said that the current and proposed activities relating to climatic changes and carbon dioxide (CO_2) merited high priority, and expressed the hope that rapid progress would be achieved in co-operation with the other organizations involved. Several delegations and agencies noted the considerable complexity and interrelationship of the components of the World Climate Programme (WCP) and pointed to the need for close co-ordination in planning and implementation to ensure that no component lagged behind the others. One delegation and the representative from WMO suggested that the UNEP secretariat for the World Climate Impact Studies Programme (WCIP) should be located at Geneva together with the WCP secretariat. Several delegations expressed satisfaction with the establishment of the WCIP Scientific Advisory Committee and with the specific activities envisaged in the medium-term plan.

45. A number of delegations said that the CO_2 issued should be given priority within WCIP. One delegation cautioned that CO_2 research was not yet complete and that predictions of climate change from projected levels of CO_2 could not yet be made with confidence. CO_2 was seen as a potentially divisive issue, and another delegation proposed that UNEP, WMO and ICSU establish a standing body to provide guidance and co-ordination. The representative of Austria said his country was willing to host the proposed conference on CO_2 scheduled for the second half of 1982, or any other forthcoming UNEP/WMO/ICSU activity in the field.

46. Some delegations highlighted the relationship between climate and agriculture. The representative of UNESCO noted the close association of WCP with FAO and UNESCO activities, and observed that climate affected natural ecosystems as well as agriculture.

47. Although several delegations as well as the representative of WMO supported UNEP's supportive involvement in weather modification, they did not assign it high priority. One delegation, however, noted the potential importance of weather modification in alleviating drought, and urged continued support of the precipitation enhancement project (PEP).

48. There was general support for the activities concerning assessment and protection of the ozone layer. Delegations welcomed the co-operation between members of the Co-ordinating Committee on the Ozone Layer and the resultant co-ordination of international efforts. One delegation called for increased activity on the part of the Committee, while another stated that its reports were a fine example of environmental assessment and commended the Executive Director on their production.

49. The representative of the European Economic Community, recalling the measures taken to limit production of chlorofluorocarbons, noted the need for follow-up to Governing Council decision 8/7 B of 29 April 1980. In that connexion, one delegation expressed concern that developed countries, while enacting regulatory measures at home, were simultaneously exporting chemicals that could affect the ozone layer.

50. One delegation said that social outer limits, as a relatively new field, should be given priority only if funds permitted. The representative of UNESCO said that it was an ill-defined but potentially important subject: the activities of a number of agencies, including UNESCO, should be considered when defining a clear programme in the area.

(e) Environmental data

51. Several delegations emphasized the essential role of environmental information, including environmental statistics, in the promotion of optimal sustainable development through the inclusion of both environmental assessment and environmental management. A number of delegations referred to the importance of UNEP's support for work on the development of a framework for environmental statistics, and to the desirability of that support being continued. The programme in question should concentrate especially on practical aspects of collating and interpreting data, and a computerized data base should be developed at a relatively slower pace.

52. One delegation reported on the progress of a pilot country study on environmental statistics being conducted as a joint venture with UNEP, with the ultimate intention of including training of statisticians.

3. Environmental management

(a) Environmental aspects of human settlements planning and health of people and of the environment

(i) Environmental aspects of human settlements planning

53. While stressing the importance of human settlements in the environment programme, some delegations suggested that UNEP should reassess its commitments in the area in view of the fact that UNCHS (Habitat) was now fully operational and should take a leading role in that respect.

54. One delegation, however, suggested that further reduction in the allocation to the area, in which little had been achieved in the past year, might jeopardize the ability of the programme to play a vital role in a field where concerted action was still urgently needed in view of the fact that millions of people, especially in developing countries, still lived in environmentally degraded conditions.

55. Other delegations stressed that the programme should place equal stress on management as well as planning aspects of human settlements, and that a more cost-effective mechanism should be developed for co-ordinated activities between UNEP and UNCHS (Habitat).

56. The representative of UNESCO said that most of the subjects covered under environmental management were of direct concern to UNESCO. He underlined the value of the ecosystem approach to the study of the planning and management of urban systems developed under the MAB programme.

57. The representative of the Executive Director suggested that it would be inconsistent to reduce the budgetary allocation to human settlements while at the same time seeking to strengthen the close working relationships between UNEP and UNCHS (Habitat).

(ii) Human and environmental health

58. Most delegations supported the programme of activities for the biennium 1982-1983, stressing that UNEP should continue to play its co-ordinating role, and should maintain and strengthen its close working relationship with WHO. Two delegations advocated emphasis on the provision of hygienic water supply, while some agreed that, since the role of UNEP in the area should be strictly catalytic, its name should not appear in the "main actors" column of the medium-term plan.

59. The objectives of the pest management programmes were supported, and the need to avoid overlaps was noted. It was generally agreed that the budget for the area should not be reduced, and one delegation suggested that the scope of the programme should be expanded to deal with more crops that the three currently covered.

60. Some delegations underlined the fundamental importance of the WHO/ILO/UNEP International Programme on Chemical Safety, which together with IRPTC and GEMS formed part of the Global long-term programme environmental assessment.

61. The representative of the WHO said that during the last year, encouraging progress had been made in the development of IPCS, which was concentrating on the production of health criteria relating to a priority group of industrial consumer chemicals, methodological aspects of testing and evaluation, and the training of manpower in all aspects of toxicology and associated disciplines. Other areas of mutual concern to UNEP and WHO on which collaboration was desirable were the International Drinking Water Supply and Sanitation Decade, including the revision of international drinking water quality guidelines, with a separate volume covering the needs of the least-developed countries; emergency planning and response to chemical accidents; management of toxic wastes; chemical safety and the protection of workers; food additives and pesticides; the relationship between environmental management and human health and well-being; health related monitoring; and the effect of indoor climate on human health. WHO welcomed the memorandum of understanding between UNEP, FAO, and WHO on the prevention of water-borne and associated diseases in agricultural development.

62. The representative of ILO described the activities of the International Programme for the Improvement of Working Conditions and The Working Environment, in which UNEP should continue to play a co-ordinating role. ILO while retaining the central role along with WHO, would continue to collaborate with UNEP in the implementation of the activities envisaged in the medium-term plan. Two delegations said that the role of UNEP in activities relating to the working environment should remain purely catalytic.

(b) Terrestrial ecosystems

(i) Arid and semi-arid ecosystems and desertification

63. The Director of the United Nations Sudano-Sahelian Office (UNSO) gave a detailed account of UNSO's work methods, outlined the Office's areas of concentration in the biennium 1982-1983, and appealed for intensification of interagency co-operation. General support was expressed for the work of UNSO, which one delegation suggested be extended to cover Benin in addition to the present 18 countries.

64. The Committee expressed appreciation of the progress made in the follow-up to the recommendations of the United Nations Conference on Desertification, and a number of delegations outlined their countries' bilateral and multilateral contributions to the implementation of the Plan and reiterated their Governments' intention to continue providing such support. Several delegations particularly commended the way desertification was being combated in the Sudano-Sahelian region, through UNSO. Many delegations emphasized the need for regional co-operation in research and training in desertification control, and urged UNEP to continue support for such activities in conjunction with UNSO, other United Nations organizations and Governments.

65. One delegation expressed concern over the pace of desertification control efforts and stressed the need for adequate steps to facilitate progress so that desertification could be brought under control before it got out of hand. Another said that, pending the filling of the staff vacancies in the Desertification Branch - which should be done as a matter of urgency - priorities for action should be modified in the light of staff availability. Two delegations stressed that efforts to combat desertification should be made primarily at the national level, with bilateral or multilateral support, and many emphasized the need for mobilization of more resources in developing countries.

66. One delegation reiterated its opposition to the Special Account to Combat Desertification, on the grounds that all available resources should be channelled through existing funding mechanisms; some other delegations expressed support for the Special Account.

67. One delegation observed that the objectives of the medium-plan placed too much emphasis on monitoring, mapping and consultancies, and urged that more practical approaches should be adopted. Another advised that new national or regional desertification monitoring systems should be established only after regional meetings to identify what needed to be done and what indicators ought to be monitored. In the field of monitoring, as well as the protection of flora and fauna, UNEP should support the establishment of biosphere reserves in arid and semi-arid zones. As part of the effort to establish an internationally accepted methodology for assessment and mapping of desertification, the joint FAO/UNEP mapping methodology project should be reviewed, in the light of the very high cost of the preliminary activity and the questionable utility of a map scaled at 1.5 million. In addition, an up-to-date inventory on desertification control activities of Governments should be compiled, published and kept up to date. It would also be necessary to support the collection and dissemination of data at the regional level; in that connexion, mention was made of the project to establish an information network for Mediterranean-climate countries. The Executive Director should not wait until 1985 before assessing progress in the implementation of the Plan of Action; that task should be given high priority, since it would enable Governments and international organizations to plan projects and allocate staff more realistically.

68. In reply, the representative of the Executive Director said that it was planned to produce desertification maps on a larger scale, and that 1985 was the earliest possible time for the stock-taking exercise, since by then all elements of the desertification control programme would be moving forward together.

69. The representative of UNESCO indicated that the MAB programme, an inter-disciplinary problem-oriented research and training programme, was being implemented successfully and would be reviewed and further developed by a Conference-Exhibit to be held in September 1981. Where arid lands and desertification were concerned, the network of integrated pilot and demonstration projects developed under MAB - including IPAL projects in Kenya and Tunisia - constituted a useful response to General Assembly resolution 35/73, which called for research and training in desertification control, and they should therefore receive further support.

70. The representative of ECA said that the Commission had been active in desertification control ever since the United Nations Conference on Desertification. Its work programme included studies on the mapping of ground-water resources in arid areas, as well as co-operation with UNESCO and FAO in the organization of training programmes on desertification control.

71. The representative of the European Economic Community announced that he would make available a list of the desertification control projects the Community was financing.

(ii) Tropical woodlands and forest ecosystems

72. Delegations noted the growing recognition that tropical deforestation was at the centre of a complex of immediate, large-scale human problems of a global nature. The flooding, loss of cropland, and growing scarcity of fuelwood caused by loss of forests had high social and economic costs, and a concerted international attack on the problem of deforestation, involving considerable financial resources, was therefore essential.

73. Several delegations expressed support for the recommendations of the Expert Meeting on Tropical Forests held at Nairobi in 1980, and several others welcomed the proposed second such meeting. Some delegations stressed that the recommendations of the first expert meeting, which provided a thorough and sound basis for developing an integrated international plan of action, also emphasized the urgency of countries with tropical forests adopting sound forest management practices. It was proposed that, to enable it to determine whether additional funds were required, the second meeting should draw on the results of the on-going UNCTAD/FAO study on international financing mechanisms, and several delegations suggested that the meeting should, inter alia, give careful study to the problem of illegal felling of trees, and the need to evolve a land-use pattern which integrated agriculture with forestry and thus reduced undue pressure on tropical forest lands.

74. Two delegations stressed the need, owing to the great dependence of rural populations on firewood as a source of fuel, to involve people in afforestation measures at grassroots level, avoiding undue emphasis on the role of Governments and large organizations. They also stressed the importance of conservation and wise management of forests, and the advantages in afforestation of dual-purpose tree species such as fruit trees or acacia. One of them stressed in addition to the importance of a marketing system for forest by-products which would assure producing countries of equitable financial returns on their products, and emphasized that training in tropical forest management should to the extent possible be conducted in the problem areas. One delegation requested that appropriate attention be given to tropical woodlands, as well as to the forests of the humid tropics.

75. One delegation welcomed the progress in the establishment of the Regional Centre for Information and Scientific Documentation on Tropical Ecology at Yaounde, and requested UNEP to consider the establishment of a similar centre for the East African region.

76. Two delegations said that they could not accept the general objectives on tropical forests, since they had not been approved by the Governing Council, which must first decide on the objectives before formulating a plan of action. Furthermore, the elements of the strategy could only be developed in consultation and close co-ordination with the countries concerned. As formulated, the programme on tropical forests would have implications for sovereignty, national priorities and regional arrangements, and thus went beyond technical and scientific co-operation. Other delegations called the Council's attention to the fact that the programme should take into account and be carried out in line with the agreements or conventions in force on the matter, and should fully reflect the specific needs of the countries in which tropical forests were located.

77. The representative of FAO said his Organization's activities, both under the regular programme and in field projects, fully respected the wishes of the States concerned. That principle would be respected in FAO's co-operation with UNEP in the follow-up to the first Expert Group Meeting on Tropical Forests.

78. The representative of UNESCO said that UNESCO would co-operate in the proposed second expert meeting, and stressed that the MAB network of UNEP-supported integrated pilot projects on tropical forest ecosystems was developing satisfactorily, and should be continued and extended to other countries.

79. The representative of the Executive Director assured the Committee that any specific suggestions by Governments would be given the fullest attention, and that future, like past, activities would be conducted in line with the wishes of the countries concerned.

(iii) Mountain, island, coastal and other ecosystems

80. The Committee expressed its general appreciations of the objectives and strategies. Many delegations requested UNEP to co-operate closely with the MAB programme in their work on them. Another, noting the

interrelatedness of elements under the sub-programme with other parts of the programme, said that the potential for avoiding duplication existed, and UNEP should make a careful reassessment with a view to effecting financial savings. Some delegations, while supporting the level of funding for the period 1982-1983, noted that in some cases, activities under the regional seas and other programmes were relevant to problems dealt with under budget subline 1105, and suggested that it might be appropriate to review the relevant allocations in two to three years' time. Another specifically recommended that UNEP and IUCN should initiate mutual discussions in order to avoid duplication of effort and to establish a plan for an international wetlands strategy. It was essential that structure and function of wetlands be emphasized during the establishment of that plan.

81. One delegation wondered, in the absence of a clear indication, what the role of Governments would be in the promotion of intergovernmental agreements to establish and protect areas representing unique ecosystems of international significance; and how these areas would be determined.

82. The representative of UNESCO said that mountain, island and coastal ecosystems should not be neglected; in particular, a state of knowledge report on coastal ecosystems should be prepared.

(iv) Soils

83. Many delegations strongly supported UNEP's efforts to elaborate an internationally acceptable world soils policy and soil classification, in response to Governing Council decision 8/10, and said they should continue. One delegation emphasized that technology transfer to developing countries was contingent upon an internationally recognized system of soil classification, and called attention to the need to expand and accelerate efforts to characterize soils in intertropical areas as the basis of a classification system for such soils; national activities were important sources of data and ideas on soils and soil management, and scientists from developing countries should therefore be involved in all activities pertaining to soils classification.

84. Another delegation commended the secretariat's intention to promote integrated soil management and protection, and called for studies of key issues in that connexion. Many delegations stressed the need for an integrated approach to soil and water management.

85. The representative of FAO stressed the long-standing involvement of FAO in assisting developing countries in the field of land and water development, including the conservation, socio-economic and legal aspects, and underlined his Organization's co-operation with UNEP, UNESCO and other United Nations Organizations in relation to soils, with particular emphasis on its part in the development of world soils policy.

(v) Water

86. Many delegations stressed the importance of quality, as well as quantity, in water supply, and welcomed the co-operation among United Nations organizations in that respect. One delegation underlined the efforts of the European Economic Community in relation to water quality, and called for more concerted co-operation efforts, on a bilateral and multilateral basis, in water-related activities. Another said that implementation of

demonstration projects in selected river basins on integrated approaches and methods for the conservation and utilization of water resources should be given priority, while others emphasized that water-related activities should provide concrete assistance to developing countries through practical and well chosen programme elements, one suggested example of which was assistance in defining economic methods of ground-water defluoridation. The role of training in the field of water management was stressed.

87. One delegation wondered if the programme on water took full account of the findings of the 1981 state of the environment report, which described ground water as "a highly misunderstood resource", and accordingly expressed some reservations regarding the activities proposed for 1982-1983.

88. One delegation, while appreciating the role UNEP and other organizations were playing in the International Drinking Water Supply and Sanitation Decade, warned that developing countries needed more assistance if they were to meet the target of providing clean drinking water for all by the year 1990.

89. The representative of UNESCO described the evolution of the International Hydrological Programme towards problem - oriented research and training activities, and mentioned the international conference on hydrology and rational management of water resources which was to take place in 1981.

90. The representative of the Environment Liaison Centre expressed support for the water programme. He noted that information on the environmental impact of large dams had never been sufficiently disseminated, and drew attention to the existence of guidelines on the impact of man-made lakes and on large dams and the environment.

(vi) Genetic resources

91. Many delegations welcomed the programme on genetic resources, although one, while supporting the objectives, strategies and activities, noted the absence of genetic monitoring of humans in polluted environments, and offered the support of scientists and data from its country in such work. Another, noting the need for preservation of the rich diversity of genetic resources, expressed concern that future plans for their protection might not be adequate in the light of the significant increases in human populations and their impact on the environment. The delegation reiterated its support for conservation measures for forest genetic resources and increased research into a methodology for conserving animal genetic resources, and drew attention to the need to preserve crop breeding material and promote, through an international agreement, accessibility to stored crop plant genetic material. Collaboration between UNEP, WHO, ILO, UNESCO and FAO must be directed to safety aspects of genetic manipulation and in particular those of DNA. An objective evaluation of the risks involved, as well as an internationally guaranteed framework for the safe development of such techniques, were essential.

(vii) Wildlife and protected areas

92. The work on the implementation of the World Conservation Strategy was widely praised, and several delegations reported national activities to that end. One delegation noted that with the launching of the Strategy, the new concept of development without adverse environmental impact was widely being accepted, called for rapid implementation of the Strategy at both national and international levels, and urged UNEP to support the efforts of the International Union for Conservation of Nature and the World Wildlife Fund in that respect. Another delegation felt that the implementation of the Strategy

would afford a dynamic tool for promoting balanced development and its integration with environmental concerns. The representative of UNESCO referred to the successful development of activities in applied microbiology with the support of UNEP.

93. Several delegations expressed concern that UNEP had made no provision for financial support to the interim secretariat for the Convention on Preservation of Wetlands of International Importance, Especially as Waterfowl Habitat, and indicated their Governments' willingness to contribute towards the secretariat, while noting the need for UNEP support during the interim period. Some delegations proposed that higher priority should be given to wetland conservation than to support for international conferences on national parks and other protected areas and related publications. UNEP was requested to continue, on a temporary basis, providing support for the Special Fund of the Washington Convention on International Trade in Endangered Species of Wild Fauna and Flora.

94. The representative of EEC stressed the importance of the decisions taken at the third meeting of Washington Convention in Delhi, 1981, particularly that relating to whales, concerning which EEC itself had adopted legislation whereby, from 1 January 1982, a ban would be imposed on all imports, for commercial purposes, of main whale products. He requested UNEP to play its catalytic role in ensuring that the decision was taken into account in the future deliberations of IWC. In becoming a party to the Bonn Convention on Conservation of Migratory Species of Wild Animals, EEC would contribute towards the conclusion of regional agreements, as envisaged in that Convention. In order to ensure implementation of those and other conventions, however, adequate technical training and management facilities were essential, and EEC was ready to consider supporting related projects submitted to it for assistance.

95. The representative of UNESCO welcomed the improvement in the effectiveness of the Ecosystems Conservation Group, and underlined the importance of further development of the network of biosphere reserves.

(c) Environment and development

(i) Integrated approach and environmentally sound and appropriate technology

96. Most delegations endorsed the medium-term plan for the environment and development sector, and welcomed UNEP's efforts to promote the integration of development and environmental management. A number, noting the endorsement by several international development agencies of the guidelines for the proper integration of environmental management concerns into development planning, called on UNEP to develop its initiative further, and to monitor adherence to the guidelines. Some delegations expressed a degree of unease about the inclusion under environment and development (to which a budget line had been allocated), of projects which were relevant to, or even an integral part of, projects in other parts of the programme, under budget lines for such subject areas as energy, oceans, terrestrial ecosystems and human settlements (environmental aspects). There might consequently be some danger of UNEP not maximizing its efforts in the major areas of the environment within which development plans were being promoted, especially in developing countries.

97. One delegation said that the medium-term plan should be more responsive to the needs of developing countries, while several suggested that the objectives and strategies could be reorganized to avoid overlapping, and one suggested that the assessment of basic needs in relation to outer limits should form part of the integrated approach. It was also suggested that the training of economists and planners under "Environmental education and training" should be related to the training component under environment and development. One delegation pointed out that the sections on environment and development and environmental management had been fused and a new objective formulated which was more limited than those previously approved by the Governing Council, and noted the elimination of the concept of ecodevelopment - which had been introduced by UNEP - as well as the projects on environment and development in Kenya and Venezuela. In its opinion the medium-term plan for 1982-1983 should include a follow-up to those activities, which were of high priority for developing countries.

98. Some delegations said that achievement of sustained economic growth required not only evaluation of the environmental impact of development projects prior to their implementation, but also its ex post assessment, and advocated that UNEP give high priority to the conduct of case studies in such ex post environmental audits.

99. Two delegations expressed the opinion that, particularly in view of its cost, the cost-benefit analysis exercise did not warrant retention in the programme.

100. One delegation expressed concern at the inadequate conceptual formulation of the document on inter-relationships between people, resources, environment and development (UNEP/GC.9/2/Add.4): the difficulty stemmed perhaps from lack of a broadly-based reflection of the experience of countries with various economic systems, with the result the document raised controversial questions without dealing with them in depth.

101. One delegation expressed support for the activities on environmentally sound and appropriate technology, and suggested that UNEP's work on low and non-waste technology should be included together with them, rather than under industry and environment.

(ii) Industry and environment

102. There was general agreement that the industry and environment programme was an important one, and satisfaction was expressed with the work of UNEP, which one delegation noted had been effective and of value to developing countries. It was suggested that other United Nations bodies, particularly UNIDO, should undertake much of the work in the area, and the view was expressed that industry should play a greater part in the implementation of the programme. One delegation said that efforts to solve industrial pollution problems merited support, and offered its country's expert assistance in the implementation of relevant UNEP projects. Another stressed the need to regard industry as a dynamizing factor in development, and stressed the desirability of developing guidelines for industrial location which took into account the needs of population distribution.

103. Two delegations said that it was essential to establish environmental guidelines when industrial programmes were formulated. Another commended the joint UNEP/IMCO activity, in consultation with IPIECA, leading to a joint publication on the application of oil spill chemicals as a model of UNEP/agency co-operation.

104. Strong support was expressed for the development and implementation of resource conservation policies in relation to specific sectors of industry. However, attention was drawn to the probability that developing countries would be unable to pay the costs of advanced pollution control equipment; UNEP should therefore promote, in co-operation with other members of the United Nations system, the development of pollution control with emphasis on low-waste and non-waste technologies and waste recycling.

105. One delegation suggested that programmes developed on a regional or sub-regional basis were likely to be more effective than those concentrating on a global strategy. Another called for increased research, information and publications on industry and environment, and drew attention to its country's active role in that respect.

(d) Oceans

106. Another delegation said that the regional seas programmes were sources of information and data which should be used to underpin, and not to duplicate, activities under oceans and marine living resources. Another delegation said that marine pollution and living marine resources would more appropriately be dealt with by other agencies, and urged that UNEP should play only a catalytic role and should not extend its activities in those areas.

(i) Marine pollution

107. Delegations expressed appreciation of the work of UNEP and other agencies on the assessment of the marine environment, and the need for collaboration between UNEP and IOC of UNESCO was emphasized. Attention was drawn to the need for baseline studies, as well as for measures to combat pollution. One delegation emphasized the major pollution threat of oil deliberately discharged from tankers, while another referred to silt discharges from rivers, DDT and other agrochemicals, and chemical and biological effluents, and another said that the prevention of oil spills and of the dumping of wastes and other hazardous substances in the ocean should be conducted in line with principles laid down at the Third United Nations Conference on the Law of the Sea.

108. One delegation said that open-ocean monitoring was progressing more slowly than other components of the environment programme. A plan for the systematic study of pollutants in the ocean environment was urgently needed, as an obligatory first step for assessing their impact on ocean and coastal ecosystems. The open-ocean monitoring programme recommended at a meeting in Monterey, United States of America, in September 1980 should be expeditiously carried out, as should process-oriented studies in regions of high pollution impact and a study of the entire question of waste disposal at sea. In addition, continued assessment of the sources, amounts and effects of marine pollutants should be actively supported as a component of Earthwatch, with monitoring systems forming part of the various regional seas programmes, which had already accumulated an impressive data base that could usefully be incorporated in GEMS.

109. Another delegation stated that intercalibration was indispensable if measuring and marine environment monitoring programmes were to yield comparable results.

110. Attention was drawn to the newly-established Kenya Institute of Marine and Fisheries Research, and UNEP was requested to help develop its research capabilities.

111. One delegation said that prevention of pollution of inland lakes and rivers should be included as a separate item in the programme.

(ii) Living marine resources

112. The proposed action of UNEP in relation to conservation of marine mammals was generally supported, and the hope was expressed that the ambitious but essential programme of activities outlined could be completed within the medium-term plan period. Delegations urged that the first phase of the UNEP/FAO plan of action on marine mammals be implemented during 1982-1983, and stressed that all agencies involved should take concerted action, taking fully into account the idea of different non-consumptive uses of marine mammals in addition to the traditional and conservative maximum sustainable yield approach.

113. A revision of the plan of action was called for in view of the fact that the definition of "optimum level" it contained - "to maintain the productivity and health of marine ecosystems and keeping the populations of animals and plants, etc., or restoring them to optimum levels" - was not universally accepted by scientists. In that connexion, the representative of FAO drew attention to the establishment of a Scientic Advisory Committee to agree upon the scientific aspects of the draft plan.

114. Support was expressed for the activities of the International Whaling Commission, and for the proposal to establish an Indian Ocean Santuary, as well as that to extend its southern boundaries. One delegation expressed the view that the only effective way to conserve whales was through a total ban on whaling. Other delegations urged UNEP to formulate a plan of action for the conservation of other marine species in danger of extinction, such as marine turtles, and to take appropriate action for the harmonization of legislation at the regional level to protect threatened marine species, including dugongs. The need for increased public awareness of the importance of conserving marine species was noted, and the Executive Director was urged to use UNEP's extensive network of non-governmental organizations for the wide dissemination of relevant information.

115. UNEP's co-ordinating and catalytic role was expected to be a major force in the encouragement of Governments to enter into regional and/or bilateral agreements to protect specific populations of living marine resources, and it was further suggested that the regional seas programme could provide an effective mechanism for achieving the programme's goals.

116. One delegation considered that the conservation and rational use of living marine resources was of the highest importance, because of their value as a renewable source of food.

(iii) Regional seas programme

117. Delegations expressed unanimous support for the programme, which one described as a mechanism for addressing unique environmental problems at the land/shore interface, and as a link to more effective treatment of the environmental issues of the open ocean. The inclusion of East Africa, the South-west Atlantic and South-east Asian seas in the programme was welcomed, as giving it better global balance, and UNEP was urged to continue its efforts for the implementation of the action plans already adopted by Governments in order to maintain the momentum generated in the regions concerned.

118. Reference was made to the planned ECA/UNESCO workshop on the development of marine science and technology in Africa, which would provide inputs to the UNEP directory of marine research and development centres, and to the UNEP/Department of International Economic and Social Affairs workshop on coastal area development and management, scheduled for later in 1981.

119. Several delegations expressed concern that the proposed level of funding for the regional seas programme was to be reduced, since to do so would mean that it would be unable to fulfil the expectations placed in it.

120. Several delegations considered that the programme for the Mediterranean should be given further support, as it was a model for programmes in other regions, although another delegation said that UNEP should ensure that it did not fund action plans for longer than necessary.

121. Attention was drawn to the contingency plan for spills of oil and hazardous materials in the Caribbean Islands, developed as part of the Caribbean Action Plan in 1980. One delegation outlined the bilateral and multilateral programme being implemented through the IOC Regional Association for the Caribbean and stressed the importance of the planning and implementation of marine environmental research, monitoring and assessment components of the Caribbean Action Plan. The Co-ordinator of the Caribbean Environment Project expressed appreciation for the co-operation of the United Nations system in the development of the action plan.

122. Some delegations, while stressing the regional value of the programme, urged that more attention be paid to global problems concerning oceans, and requested UNEP to increase its activities in co-operation with IMCO to address that concern.

123. The representative of UNESCO called for reinforcement of the global study and monitoring of the oceans in co-operation with IOC and its programmes such as IGOSS and MARPOLMON. He welcomed the dynamic development of the regional seas programme, while indicating that its wide scope and the absence of specific mandates from the Governing bodies of the co-operating agencies limited the extent of their participation.

(e) Energy

124. Several delegations drew attention to the forthcoming United Nations Conference on New and Renewable Sources of Energy, and one suggested that a follow-up mechanism to monitor the results of the Conference should be established, and that UNEP should be involved in the implementation of the Conference's decisions. Another, however, cautioned that no new strategies should be developed until the results of the Conference had been thoroughly studied. One delegation requested clarification of UNEP's role in the development of alternative sources of energy subsequent to the Energy Conference, and the Programme's relationship with the Committee on Natural Resources in that respect was also queried.

125. Delegations recognized UNEP's duty to stress the importance of environmental considerations in discussions of the relationship between alternative energy sources. Support was expressed for efforts to promote the effective development of alternative environmentally sound energy sources, an issue which one delegation considered to be as important as the misuse of present energy sources. Another delegation stressed the importance of research and development of energy-saving technologies in order to permit more efficient use of scarce resources.

126. Some delegations expressed concern over a possible duplication of effort, noting that understanding of the environmental impacts of energy production and use was already being promoted both nationally and internationally.

127. One delegation noted that little information was available relating to new energy sources, and thought it doubtful that the strategies envisaged to promote the understanding of the environmental impacts of energy production and use would add significantly to present knowledge, since in view of the manifold regional differences, it was often not possible to draw universally valid conclusions from individual studies.

128. Some concern was expressed over the level of funding allocated to the energy programme, which was considered inadequate for satisfactory involvement by UNEP. One delegation, however, argued that, considering the scarcity of funds and the fact that the problem is being tackled by others, it would be better to use the funds in question for other priority activities.

129. One delegation asked that the international panel of experts convened at Munich from 17 to 27 November 1980, which had discussed the report on comparative assessment of the environmental impacts of different sources of energy prepared by UNEP be mentioned in paragraph 7 of the Executive Director's report on UNEP and the United Nations Conference on New and Renewable Sources of Energy.

(f) Natural disasters

130. One delegation commended the memorandum of understanding on natural disasters signed by the Executive Director and the heads of eight other organizations of the United Nations system. Another delegation noted with approval the wider scope of the programme outlined in the medium-term plan, and requested that priority be given to activities aimed at saving human life. Another argued that efforts should concentrate on the prevention of natural catastrophes, and said its Government was prepared to organize seminars on earthquake prediction in developing countries. Other delegations suggested that, in the present financial circumstances, UNEP should limit its involvement in the activities listed in the plan.

131. The representative of WMO said that his Organization's progress in its work on natural disasters was due in no small measure to the co-operation, assistance and support received from UNEP, particularly in South-east Asia and the Indian subcontinent, but also in the Caribbean and other areas. He requested continued support from UNEP in the implementation of the Typhoon Operational Experiment and other related WMO activities mentioned in the medium-term plan, as well as in the areas of information dissemination, education and training.

(g) Environmental law

132. Several delegations welcomed the conclusions of the Working Group of Experts on Environmental Law on legal aspects concerning the environment related to offshore mining and drilling within the limits of national jurisdiction, which it was felt would contribute significantly to preventing pollution resulting from the offshore exploration and exploitation of hydrocarbons and other minerals. One delegation suggested that the conclusions could be recommended to Member States as minimum criteria to be taken into account in the conduct of operations within the limits of their national jurisdiction; another argued that they needed careful study before being incorporated in national legislation, and another said that they should not be adopted until after they had been circulated to Governments for comment. Another expressed reservations with regard to the conclusions of the meeting on the grounds that they did not take account of the responsibilities of States in respect of ecological damage.

133. One delegation expressed reservations as to the value to UNEP of the proposed bi-annual meetings of environmental law experts for the consideration of new research programme requirements, and further felt that the proposed seminar for universities teaching environmental law could be deferred without undue loss, although another delegation called for improved training facilities in environmental law.

134. One delegation noted the adoption by ECA of a resolution on "Strengthening of national capabilities for environmental legislation, assessment and management as a development strategy" which called on those States to review their legislation in the major development sectors in the region.

135. Another delegation recalled that at the Council's eighth session it had objected to the programme of work proposed by the Executive Director on the grounds that it went beyond the mandate given by the General Assembly; consequently, the delegation found the Executive Director's report on co-operation in the field of the environment concerning natural resources shared by two or more States, as well as the programme of work now before the Committee, unacceptable. A few delegations expressed concern over the development by UNEP of legal principles for the guidance of States. One stressed that UNEP should confine itself to developing guidelines rather than principles; the responsibility for identifying shared natural resources rested with States, and UNEP should limit its involvement to consultations with Governments and reporting to the General Assembly. Other delegations, however, welcomed the draft principles of conduct for the guidance of States in the conservation and harmonious exploitation of natural resources shared by two or more States, and urged that they be adopted as soon as possible.

136. Attention was drawn to UNEP's obligation to report on the subject to the General Assembly at its thirty-sixth session and it was suggested that a short report would suffice, on the understanding that the Executive Director's recommendations for further action would be omitted, and discussed in the appropriate context.

137. One delegation said that the reference in the programme performance report to the informal consultative meeting convened at Ottawa in November 1980 was inaccurate, in that participants had not considered and commented on the draft in-depth review of environmental law: there had in fact been no formal, and no significant informal, discussion of the draft. It was also pointed out that the meeting had not been in a position to "agree" that marine pollution, ozone depletion and hazardous wastes merited priority treatment at the forthcoming ad hoc meeting of senior Government officials experts in environmental law.

138. One delegation noted with approval the topics scheduled for discussion by the ad hoc meeting, and requested the inclusion of an additional item, "Development of environmental law for the protection of national resources". Another delegation said that full recognition of developing countries' efforts to reconcile environmental considerations with their socio-economic development priorities should be the prime consideration in the development of environmental law at all levels, global, regional or national, and the ad hoc meeting should select priority areas for inclusion in the environmental law chapter of the system-wide medium-term environment programme on that basis, while ensuring that the chapter reflected priorities acceptable to both developed and developing countries.

139. One delegation emphasized in that connexion the importance of the formulation of guidelines and the provision of assistance for the development of national environmental legislation and regulations, as well as of procedures for environmental assessment, which, if elevated into a universally accepted legal instrument, with varying approaches appropriate to different levels of concern, and particularly to the practical needs of developing countries, would be a major step forward in the progressive development of environmental law.

140. One delegation supported the view that UNEP was the most suitable organization to co-ordinate the global control of marine pollution from land-based sources.

141. The importance of UNEP ensuring that the specific objectives and strategies of the medium-term plan were consistent with the intent of the over-all objective of the programme was stressed. One delegation expressed reservations in connexion with several strategy elements of the plan, for example, the references to the application of conventions which were not yet in existence and, with respect to the law of the sea, the promotion of environmentally sound application of a treaty which had not yet been adopted. Environmental law should be properly only one aspect of environmental policy, and not be considered a subject in itself. Another delegation said that legal guidelines should not be established until a national scientific basis for them had first been established.

4. Supporting measures

(a) Environmental education and training

142. Many delegations supported the objectives, plans and activities in environmental education and training, which they felt to be particularly consistent with the catalytic role of UNEP. Some, however, expressed concern that regional needs were not taken sufficiently into account in the formulation of environmental education and training programmes, while others felt that further integration of training and education programmes into other parts of the programme was needed.

143. One delegation said that objectives 2, 3, 5 and 7 for environmental education, and objectives 1, 2, 3 and 4 for environmental training, should be given high priority. Another questioned the justification for the international conference on environmental training proposed in the medium-term plan.

144. Many delegations supported the joint UNEP/UNESCO ecological training programmes, and one said that co-operation between the two organizations had achieved good results in various countries, particularly in that nations had started to recognize the importance of environmental matters. However, least-developed countries, in particular, suffered from a continuous shortage of the trained personnel required to implement their environmentally sound medium-term and long-term development. Two delegations announced that their Governments were organizing post-graduate training courses in many important environment topics for students from developing countries.

145. One delegation, supported by other French-speaking African delegations, indicated its concern at the absence of co-operation, information dissemination and training relating to the environment on the part of the Regional Office for Africa, and urged the Office to step up co-operation and activities in that field.

146. One delegation stressed the necessity of environmental education for children, particularly in relation to the presence of hazardous chemicals in the human environment and their properties. Another expressed concern at the scarcity of training materials in Spanish.

147. One delegation felt that the funds allocated to environmental training were inadequate: its Government had established an environmental training centre, and would welcome financial support from UNEP.

148. The representative of UNESCO said that, while the achievements in the field of environmental education and training had so far been satisfactory, much still remained to be done, especially at the action level. The new phase of the programme would be particularly oriented towards practical field activities and the production of teaching materials in different languages and suited to local conditions and needs. The MAB programme would make a useful contribution in that respect. He also supported the further development of environmental education for engineers and economists in co-operation with UNEP. Much was

being done regarding training, but further support to the training of specialists in integrated management of environmental resources was essential, and indeed more important than the proposed Conference on environmental training.

149. The representative of ECA referred to the training component of the Lagos Plan of Action, the object of which was to strengthen the environmental training expertise of relevant national institutions responsible for environmental assessment, environmental data collection and environmental management.

(b) Technical assistance

150. Various delegations indicated support for the planned technical assistance programmes. One, however, stressed that assistance should not be limited only to legislative and administrative support: funds for study trips, scholarships, etc. should also be provided for experts from developing countries. Another delegation referred to the need of developing countries for outside expertise in the development and formulation of their national environmental legislation, and said that related activities should be integrated with the activities concerning environmental law.

151. The representative of ECA drew attention to a resolution adopted by the Commission at its seventh Conference of Ministers, which defined the terms of reference on environmental matters for the recently established Regional Intergovernmental Committee on Human Settlements and Environment which will review, inter alia, technical assistance and regional co-operation on the environment programme in Africa.

(c) Information

152. Strengthening of environmental awareness, especially in densely populated developed countries, was felt to be an urgent task. One delegation reiterated its view that UNEP must improve its capacity to prepare and disseminate updated lists of the environmental literature it published, as a means, inter alia, of informing Governments what activities were and had been going on within UNEP. Another delegation said that such lists should include information on publications relevant to the environment by other United Nations bodies and organizations, including non-governmental organizations.

153. One delegation said that its Government actively supported the UNEP activities in the field of environmental information for the general public, and was currently disseminating both scientific and popularized environmental information in local languages within the country. UNEP should be more active in that field, and in particular should produce more popularized scientific publications intended for the general public.

5. Conclusion of the debate

154. The representatives of the Executive Director expressed appreciation for the many useful suggestions made by delegations. They confirmed that approved objectives and strategies would be changed only by specific decision of the Governing Council; at the current session, changes were being sought only in the programme on assessment of basic human needs in relation to outer limits.

C. Budgetary allocations

155. After the Chairman of Sessional Committee II had communicated by letter to the Chairman of Committee I the views of Committee II concerning the target and anticipated level of the Environment Fund, many delegations said it was difficult to know how to proceed regarding the establishment of programme priorities, as well as regarding the proposed allocations for the two-digit budget lines presented in annex I to the medium-term plan. Two delegations proposed that the priorities and allocations should be established on the basis of the four-digit budget lines.

156. Some delegations stated that if the target figure of $120 million was not achieved, the proposed across-the-board percentage reduction of funding to individual budget lines would not be acceptable from the point of view of developing countries. It was proposed that in that event, the two-digit budget lines for human settlements and human health, environment and development, terrestrial ecosystems and arid and semi-arid lands including desertification should remain practically constant, while the balance would be adjusted by reducing the other budget lines.

157. Many other delegations, however, felt that it would be practically impossible for the Committee, at such a late stage in its work, to agree on the final allocations and priorities; the percentage across-the-board distribution of funds as indicated in annex I would therefore be acceptable. It was also pointed out that the presented distribution was a result of profound discussions and long experience.

158. The Deputy Executive Director said that UNEP would be willing, time permitting, to enter into a more detailed discussion of the elements of strategy in the medium-term plan. It should, however, be borne in mind that while the Governing Council's role was to provide general policy guidelines to UNEP in that respect, the Executive Director was responsible for keeping the Council fully aware of the progress of the programme. Consequently, he suggested that for the time being, the two-digit budget line allocations as aproposed in annex I to the plan and the recommendations made in the letter of Chairman of Committee II could be approved. As in the past, the Executive Director would report on developments and on the actual allocation of the funds to the Council at its next session, with a view to possible revision of priorities and allocations.

D. Approval of decisions

159. Following its debate, the Committee approved for adoption by the Governing Council draft decisions on the following subjects. The texts of the decisions as adopted by the Council are included in annex I below. The numbers of the decisions as adopted are indicated in the following paragraphs. For action by the Governing Council in respect of these decisions, see chapter XI below.

Programme matters

160. The Committee recommended for adoption by the Governing Council a draft decision submitted by the Chairman (decision 9/10).

161. Following considerable discussion, in the course of which a small informal drafting group was convened and prepared a revised text, the Committee also recommended for adoption, as revised, a draft decision submitted by the Asian Group entitled "The environment programme: long-term issues" (decision 9/11).

162. The Committee also considered a draft decision submitted by the African Group on priorities for serious environmental problems in developing countries. Following prolonged discussion, a small informal drafting group was convened, but was unable to reach agreement on a revised text. In an effort to avoid a vote, the representative of Australia proposed amendments which the sponsors accepted, and the Committee agreed to recommend the amended text for adoption by the Governing Council (decision 9/12).

Outer limits

163. The Committee recommended for adoption by the Governing Council a draft decision on the World Climate Impact Studies Programme, sponsored by Austria, Belgium and the United States of America (decision 9/13 A). The secretariat indicated that the decision could be implemented within existing resources.

164. The Committee also recommended for adoption by the Governing Council, as amended by the delegation of the German Democratic Republic, a draft decision on protection of the ozone layer submitted by the delegations of Austria, Belgium, Canada, Denmark, Finland, France, Gabon, Germany, Federal Republic of, Greece, Iceland, Italy, Libyan Arab Jamahiriya, Netherlands, Nigeria, New Zealand, Sweden, Switzerland, United Kingdom of Great Britain and Northern Ireland, United States of America and Uruguay (decision 9/13 B).

165. On behalf of the sponsors, it was explained that the words "technical experts" in operative paragraph 2 should be interpreted in the broadest sense, as including experts in all relevant scientific and technical fields.

166. Two delegations said that, since more scientific knowledge of the ozone layer and its interaction with other components of the atmosphere was needed, it was premature to begin work on a convention, even a framework convention. They would therefore have preferred the text of the decision to refer to "guidelines", and they reserved the right to speak on the matter in plenary.

167. The secretariat indicated that, in view of the generous offer of the Government of Sweden to host the first meeting of the ad hoc group to be established under the terms of the decision, the only additional cost to UNEP, that of travel of staff servicing the meeting, could be absorbed within existing resources. The secretariat also indicated its understanding that "other forums" in operative paragraph 3 (a) meant such international forums as OECD, CMEA, and CEC.

Human settlements

168. The Committee recommended for adoption by the Governing Council a draft decision on local environmental planning and management of human settlements sponsored by Benin, Colombia and Uruguay (decision 9/14).

169. One delegation said that, while it concurred with the substance of the decision, it believed it to be important for UNEP to avoid taking unilateral action in the areas of competence of other United Nations agencies.

170. The secretariat indicated that the decision could be implemented within available resources.

Terrestrial ecosystems

171. The Committee recommended for adoption by the Governing Council a draft decision recommended by the African Group on arid and semi-arid lands ecosystems (decision 9/15 A).

172. The secretariat pointed out that the cost of the projects referred to in the decision could not at present be quantified. Every effort would be made, within available resources, to respond to the decision.

173. The Committee also recommended for adoption by the Governing Council a draft decision on world soils policy (decision 9/15 B) sponsored by Benin, Bulgaria, Burundi, Canada, Chile, Colombia, Cyprus, Ethiopia, Kenya, Nigeria, Norway, Panama, Saudi Arabia, Sweden, Union of Soviet Socialist Republics, United States of America and Uruguay.

174. The secretariat indicated that the report called for in operative paragraph 6 would be included in the appropriate section of the programme performance report to be submitted to the Council at its tenth session, and that the remaining provisions of the decision would have no additional financial implications for the Environment Fund.

Environment and development

175. The Committee considered a draft decision submitted by the delegations of Kenya and Venezuela.

176. The delegation of the Soviet Union pointed out that, as in a number of other draft decisions before the Council, delegations were being asked to respond positively to the contents of documents that they had not had the opportunity to examine.

177. The secretariat pointed out that the findings of environment and development projects could be implemented only after they had been positively appraised, and then only within available resources. It would be premature at the present stage, a year before the submission to the Council for approval of the system-wide medium-term environment programme, to take a firm decision regarding future increases in the allocation to the budget line.

178. The sponsors revised the draft in the light of the comments made, and the Committee recommended the revised text for adoption by the Council (decision 9/16).

Oceans

179. The Committee recommended for adoption by the Governing Council two draft decisions on regional seas, submitted by the delegations of Belgium, Colombia, Denmark, France, Germany, Federal Republic of, Greece, Italy, Ivory Coast, Malaysia, Mexico, Netherlands, New Zealand, Nigeria, Switzerland, Tunisia, Turkey, United Kingdom of Great Britain and Norther Ireland, United State of America, Venezuela and Yugoslavia and by the delegation of Kenya (decisions 9/17 A and B respectively).

180. Regarding the first drat decision, the secretariat drew attention to the provisions of Governing Council decision 7/8, referred to in the draft, requesting the Executive Director to consider, as part of the medium-term plan, continuing UNEP's participation in programme expenditures of the Mediterranean Action Plan, subject to the availability of resources. It seemed clear that the total resources called for in the medium-term plan - including some $9 million for the regional seas programme - would probably not be forthcoming, and the amount actually to be expended under that provision would therefore also depend on the availability of resources.

181. Two of the sponsors pointed out that the decision itself called for its implementation "within the framework of the budget".

182. Another delegation cautioned that the provision whereby funds under other budget lines could be used to support activities under the regional seas programme, where such activities were consistent with the objectives and strategies of those budget lines, might if sufficient care was not exercised constitute a dangerous precedent for transferring resources away from already under-supported activities of great interest to developing countries.

Energy

183. The Committee recommended for adoption by the Governing Council, as amended by the representatives of Australia and France, a draft decision submitted by Kenya (decision 9/18).

Environmental law

184. The Committee recommended for adoption by the Governing Council a draft decision on the Ad Hoc Meeting of Senior Government Officials Expert on Environmental Law sponsored by Austria, Bangladesh, Botswana, Canada, Colombia, Indonesia, Kenya, Malaysia, Mexico, Netherlands, New Zealand, Nigeria, Saudi Arabia, Sudan, Sweden, United Arab Emirates, Uruguay and Yugoslavia (decision 9/19).

185. Two delegations recorded their reservation with respect to the three specific subject areas to be dealt with by the ad hoc meeting.

186. The secretariat underlined the need to have guidance on the number of participants. The meeting appeared likely to cost about $300,000, approximately $200,000 of which would have to be met from the Fund programme reserve.

187. The Committee also considered and approved a draft decision on co-operation in the field of the environment concerning natural resources shared by two or more States submitted by the delegation of the United States of America.

188. Following the initial approval of the draft decision, the Deputy Executive Director drew attention to a technical error in the drafting of one paragraph which had been proposed orally in the Committee, and suggested a revised text which would avoid that error, with noncomitant changes in the operative paragraph to reflect the views of the Committee more clearly.

189. The representative of Brazil said that, while his delegation fully understood the concerns involved, it was extremely reluctant to see discussion reopened on a text which had already been approved. He would, however, not challenge the Chairman's ruling on the point, since what was involved was a clarification of the wording along the lines his delegation had argued for in the earlier discussion. He wished nevertheless to make it clear that the action of the Committee should not constitute a precedent for re-opening closed issues. Furthermore, he proposed the deletion of the words "at its thirty-seventh session" from the suggested new operative paragraph.

190. The Chairman reiterated that it would be improper to reopen debate on substantive issues already resolved. The Committee's action on a technicality of drafting would therefore in no way constitute a precedent.

191. The representative of Venezuela agreed that the action of the Committee should in no way constitute a precedent, and suggested that the correction might more appropriately have been introduced in plenary session.

192. The representative of the United States of America said he fully shared the views of the representatives of Brazil and Venezuela. As the sponsor of the original text, his delegation accepted the changes suggested by the secretariat, provided they were understood solely as technical corrections.

193. The Committee agreed to recommend for adoption by the Governing Council the revised text of the draft decision, as amended by the representative of Brazil.

Environmental education and training

194. The Committee recommended for adoption by the Governing Council a draft decision submitted by Canada, Chile, Colombia, Saudi Arabia and Uruguay on the university and the environment (decision 9/20 A).

195. The secretariat emphasized the need to have a firm offer of concrete support for the regional centres, as had been the case with CIFCA, before any action could be taken.

196. The Committee also recommended for adoption by the Governing Council three draft decisions submited by the Latin American Group, the Asian Group and the African Group, respectively (decisions 9/20 B, C and D respectively).

197. The secretariat pointed out that the most effective approach to environmental education and training activities in the regions was that already followed for the Latin American region, whereby a Government (in other regions it could perhaps be an organization) had agreed in advance to bear a major portion of the cost of the exercise. CIFCA had over a four-year period cost some $9.5 million, of which $8.4 million had been provided by the Government of Spain. Funds for the activities requested under the African and Asian draft decisions were not included in the medium-term plan. Regarding the draft decision submitted by the African Group, it was the secretariat's understanding that the action requested of the Executive Director in operative paragraph 2 could only be undertaken in response to specific requests by Governments. Regarding the draft decision submitted by the Asian Group, it should be pointed out that experience showed the programme activity centre approach to environmental education and training to be less effective than the CIFCA type of approach; the secretariat would, within available resources, seek to provide preliminary assistance to the Asia and Pacific Development Centre, with a view to the establishment of a network for training in the region.

198. The representative of UNESCO stressed that programmes concerning environmental education and training should be carried out in full co-operation with the relevant specialized agencies.

199. The representatives of the African and Asian Groups introduced amendments to their respective draft decisions in the light of the secretariat's comments, and the secretariat's understanding of operative paragraph 2 of the African Group's text was confirmed.

Regional programmes and programme support

200. The Committee recommended for adoption by the Governing Council a draft decision submitted by the Asian and Latin American Groups (decision 9/21).

201. The secretariat said that it was premature to recommend for adoption a draft decision on the regional presence of UNEP, as the issue was to be discussed in depth by the Council at its tenth session. Since, given likely budgetary constraints, it would probably not be possible to increase allocations in support of that presence, the reference to strengthening the capacity of the regional offices should preferably be deleted.

202. On behalf of the sponsors, the representatives of India and Malaysia said that the intention was not necessarily to provide more resources to the regional offices, but to strengthen their capabilities and improve their effectiveness.

Action to combat desertification

203. The Committee recommended for adoption by the Governing Council a draft decision on co-ordination and follow-up of the implementation of the Plan of Action to Combat Desertification submitted by the Chairman (decision 9/22 A).

204. With respect to operative paragraph 3, the secretariat noted that assistance may be provided subject to availability of financial resources.

205. One delegation requested that the record show its preference for the inclusion of the word "preventive", together with "combat" whenever reference was made in the text to combating desertification.

206. The Committee also recommended for adoption by the Council a draft decision submitted by the African Group on the implementation of the Plan of Action to Combat Desertification in the Sudano-Sahelian region (decision 9/22 B).

Chapter VI

THE ENVIRONMENT FUND

1. Agenda item 8 was assigned to Sessional Committee II for consideration. For an account of the Committee's work, see chapter II, paragraph 21 above.

A. Implementation of the Fund programme in 1980

2. In considering item 8 (a), the Committee had before it documents UNEP/GC.9/9 and Add.1.

3. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, introducing the report of the Executive Director on the implementation of the Fund programme in 1980 (UNEP/GC.9/9 and Add.1), drew attention to the fact that the programme had been held back because of the Executive Director's concern over the Fund's liquidity due to uncertainty as to the payments of contributions during the latter half of 1980. Despite that, 89 per cent of the 1980 allocation had been committed by the end of the year. Expenditures in terms of percentages of commitments (83.5 per cent) or of the allocation (74 per cent) were higher than in any previous year and because of inflation and with a smaller Fund programme over-all, the proportion of total expenditure for internal projects was rising and that for within the United Nations system was falling. Moreover, the proportion of regional and interregional projects was rising in relation to global projects and there was an amount of $8.5 million uncommitted in 1980, which the Executive Director proposed carrying over to 1981. In addition, whereas in 1978 and preceding years, income had exceeded expenditure, in 1979 and subsequent years, expenditure had exceeded income. The excess of expenditure over income had been possible due to a draw-down of accummulated cash balances. However, in 1981 expenditure was expected to exceed income by $10 million, and by the beginning of 1982 the Fund would no longer have convertible cash balances above a minimum level.

4. Regarding the Executive Director's decision to hold back the programme in 1980, concern was expressed by several delegations at the "stop-start" nature of programming, a phenomenon not restricted to 1980. In their view, there was no problem of liquidity; UNEP had substantial investments which it could have realized to provide the cash required. One delegation suggested that when a liquidity crisis was foreseen, cuts should be made in the programme and programme support costs budget rather than in Fund programme activities. Another suggested that the Fund programme reserve should be increased to $2 million to provide a ready cash "cushion" for liquidity crises. The need for project programming to be long-term and designed to meet the programme's needs rather than tied to payment of contributions was stressed. One delegation expressed concern at the degree of slippage in the 1980 programme. Another delegation said that the practice of committing such a large proportion of the Fund's resources for any year early in that year meant that the necessary programme flexibility was not maintained.

5. Several delegations expressed their appreciation of the Executive Director's response to decision 7/3 concerning the reduction and phasing out of support to projects which had been in operation for four or more years.

6. With reference to project-implementing institutions (table 6), one delegation asked what the secretariat's policy was regarding the ratio between co-operating agency and supporting organization project implementation. Another delegation asked whether the Executive Director's statement at the opening meeting that the non-convertible currencies had not had an undue impact on the programme was not inconsistent with the fact that the ratio of supporting organization to co-operating agency implemented projects had increased, largely as a result of the increase in non-convertible currency projects being implemented by supporting organizations. Furthermore, it asked whether the reduction in the share of co-operating agency projects was due to administrative difficulties inherent in such projects which made the co-operating agencies unwilling to undertake them. Another delegation asked what proportion of funds was spent on supporting organization projects compared with on co-operating agency projects and what financial impact the system-wide medium-term programme would have on this. Several delegations commented on the increase in the number of internal projects, which was contrary to decisions taken by the Governing Council at previous sessions, and undesirable.

7. On the question of geographical distribution of Fund programme activities (table 7), one delegation asked why the percentage for Latin America was so low. Another delegation commended the secretariat's efforts, noting with appreciation the increase in the percentage of activities carried out in Asia, a trend which it hoped would continue. A question was asked concerning the criteria used for defining global, interregional and regional projects. Several delegations singled out specific programme areas as meriting special attention on account of their importance or because of successes achieved so far: oceans, desertification, environment and development, energy. A number of delegations stressed the importance of co-operation with the United Nations Centre for Human Settlements (UNCHS) and questions were asked about expenditure on joint UNEP/UNCHS activities.

8. A number of delegations said that the presentation of the document could be improved. The way the terms defined in the glossary were used in the document was criticized; "commitment", "expenditures" and "Fund programme activities" were not clearly differentiated in the tables. One delegation suggested that a single table showing appropriations, allocations, commitments, expenditure and income for all relevant years and all budget lines should be provided.

9. Replying to the questions raised by delegations, the Acting Assistant Executive Director dealt first with "stop-start" programming. The Executive Director was extremely sensitive to the need to maintain the Fund's liquidity at all times; he had therefore considered it proper financial management on his part to withhold approval of further convertible currency projects. He agreed, however, that other mechanisms for avoiding liquidity crises should be looked into. With regard to the suggestion that the Fund programme reserve be increased and used as a cushion in times of low liquidity, the Acting Assistant Executive Director pointed out that there were specific rules governing the use of the Fund programme reserve, which was intended to provide for the implementation of Governing Council decisions and the undertaking of other unanticipated activities; it was not a reserve fund of the type that could support the regular programme. It would be difficult to reduce programme and programme support costs in time of liquidity crises instead of reducing the Fund programme activities themselves, as such costs included long-term commitments, such as staff contracts.

10. With regard to policy on the use of co-operating agencies or supporting organizations for implementing projects, it was necessary to maintain a balanced, coherent programme. There was a general mandate to make use of organizations in the United Nations system so far as possible in implementing the programme in order to underline UNEP's catalytic role, and Governing Council decisions governed the undertaking of internal projects. While the system-wide medium-term programme would certainly increase the number of co-operating agency implemented projects, the financial implications were not yet known.

11. Three co-operating agencies had expressed interest in co-operating with UNEP on non-convertible currency projects. UNESCO was already implementing the Eco-Management training project (FP/1102-78-01) for UNEP in Dresden, German Democratic Republic, and if its example was followed by others, the ratio of co-operating agency to supporting organization implemented projects would swing back. The statement that the non-convertible currencies had had no undue influence on the programme held good.

12. The increase in the number of internal projects had resulted from decisions taken by the Governing Council at its eighth session requiring implementation by UNEP: meetings on environmental law, tropical deforestation, soils policy and cost - benefit analysis. The secretariat too was concerned about the situation, which it was trying to remedy.

13. The Executive Director was keenly aware of the political importance attached to geographical distribution and strove to maintain an even regional distribution of activities over the long-term. Due to the cyclical nature of activities, one region might, however, have more projects than another at a given time. The geographical scope of a project was determined by the area that benefited most directly from it: a regional project was one that directly benefited a region; an interregional project benefited several regions, such as most developing countries, but did not have a global impact - for example, non-convertible currency training projects for developing countries; and a global project entailed the carrying out of a worldwide investigation or assessment, the results of which were globally applicable. A national or regional project was expected to have results which could be extrapolated and used in a global context, but until the results became global, it remained classified as national or regional. The compendium of projects, which included a special section on geographical distribution and global projects, would be issued shortly.

14. In future, a table showing appropriations, allocations, commitments, expenditure and income for all relevant years and all budget lines would continue to be provided in an addendum to the main document because the accounts of UNEP were not finalized at the time of the preparation of the main document.

15. Co-operation with UNCHS was governed by a Memorandum of Understanding. Total expenditure on joint activities amounted to $247,892 in 1979 and $176,242 in 1980, while commitments for 1981 currently amounted to $233,485.

16. At the conclusion of its discussion, the Committee took note of the Executive Director's report on the implementation of the Fund programme in 1980.

B. Management of the Fund

17. In considering agenda item 8 (b), the Committee had before it documents UNEP/GC.9/10 and Corr.1 and 2 and Add.1-9.

1. Contributions

18. The Acting Assistant Executive Director, Office of Environment Fund and Administration, introducing the report of the Executive Director on the Management of the Fund and the Executive Director's note on developments in the Fund between 1 January and 30 April 1981 (UNEP/GC.9/10 and Corr.1 and 2, and UNEP/GC.9/10/Add.5), drew particular attention to the uncertainty about the resources available to the Fund. Due to inflation and the decline in the real value of the contributions to the Fund since 1978, the effective value of the Fund had been diminished and this had had a significant impact on the level of the Fund programme activities. Fluctuations in exchange rates of national currencies against the dollar had also had an impact on contributions to the Fund, and engendered uncertainty in the estimation of resources available to it. Every effort had been made to increase the level of contributions and to increase the convertibility of non-convertible currency contributions, but with only limited success. Indeed, two countries had reduced their contributions in 1980 and one had made no contribution at all. Contrary to previous years, cash balances had been run down in 1980, and by the end of 1981, the Fund's accumulated balances would have reached a minimum working level and would be totally dependent on current contributions, at least as far as the convertible currency programme was concerned. Under those circumstances, it would be very difficult to reinforce

19. In order to meet the situation, the Executive Director was making two requests to the Governing Council, namely to consider, evaluate and approve the medium-term plan for 1982-1983 as set out in document UNEP/GC.9/6, the programme of activities under which would require a total of around $120 million to implement, and, if the level of activities proposed was not acceptable, to inform him which particular activities and programme elements were to be cut or reduced, and by how much.

20. The $120 million figure was based on a core group of activities recommended by the Governing Council on a priority basis at different times since its first session, requests made by United Nations bodies for co-operative projects as part of the system-wide environment programme, and the needs of supporting organizations. It was also based on an assessment of what might be regarded as a minimal level of new programmes, reflecting current rates of inflation and a modest real growth rate of 5 per cent. Approval of the $120 million target would not mean an automatic increase of traditional donors' contributions; the $120 million was a goal which the Executive Director would try to reach.

21. Many delegations supported the Executive Director's proposal. Others felt that his target figure was far too modest; a few suggested provision should be made for a 25 per cent growth rate, which would mean a target of between $145 million and $150 million. Still others, while agreeing that $120 million was rather a low figure in relation to global environmental needs, were of the opinion that the contributions required to reach a $145 million target would not be forthcoming, and therefore supported the Executive Director's proposal. Several delegations expressed the view that Programme needs should govern the setting of the target for 1982-1983 rather than contributions likely to be received. Four delegations announced probable increases in their Government's contributions to the Fund. Three others informed the Committee that their Governments did not plan to increase their contributions.

22. One of the delegations referred to as having reduced its contribution in 1980 said that its contribution in 1979 had been exceptional and the apparent reduction was due merely to a return to its habitual contributing pattern. Another delegation pointed out that fluctuations in exchange rates had in fact meant that Governments' contributions had cost them more in national currency to maintain the same level.

23. Several other delegations were of the opinion that the Executive Director's proposal was unrealistic. It was pointed out that to meet the proposed 5 per cent growth and estimated 14 per cent inflation, a doubling of the contributions currently received by the Fund would be required. The overwhelming opinion expressed at the informal consultations in December 1980 that the growth rate should be held at zero was recalled, and a request was made for the Committee to be provided with figures based both on a zero growth rate and on one of 2.5 per cent. Questions were asked about the figure of 14 per cent for inflation; it was pointed out in that connexion that the Consultative Committee on Administrative Questions (CCAQ) had recommended a rate of 12 per cent and the United Nations Centre for Human Settlements had recently accepted a rate of 11 per cent.

24. A number of delegations considered that the programme should be reduced to correspond to the funds available and supported a programme of between $65 million and $67 million. It was suggested by two delegations that a better programme might result as less effective projects could be weeded out and better management methods would be encouraged. One delegation suggested calculating the programme budget total by applying the CCAQ inflation rate of 12 per cent to the 1980-1981 total, which would give a programme of $75 million.

25. Several delegations expressed concern over the relatively high level of programme and programme support costs compared with the level of Fund programme activities, and suggested that if cuts proved necessary, they should be made to the former rather than the latter.

26. One delegation stressed the fact that appropriate, sound environmental management was necessary for a healthy economy as well as integral to any development programme, and pointed out the incongruity of having an environment programme decrease in times of economic depression. While recognizing that this was the actual situation, it urged Governments to change the trend and contribute more generously to the Fund. Another delegation supported that appeal, observing that if Governments contributed a mere 0.001 per cent of their defence budgets to the Fund, resources would increase by $5 million per year.

27. The Acting Assistant Executive Director drew attention to figures that had circulated at the request of several delegations showing alternatives for the 1982-1983 programme with a zero growth rate, a 2.5 per cent growth rate and a 5 per cent growth rate, and incorporating a 12 per cent and 14 per cent inflation rate. He said that there were many options in deciding the target figure and the Executive Director would of course follow the directives of the Governing Council. However, it would be asked to decide the priorities. The Executive Director had proposed a programme which he considered to be the best possible one in a time of economic stringency, and it should be remembered that whatever the target figure, in the implementation of the Fund programme activities some basic elements had to be taken into consideration, namely the actual level of contributions received, the structure of the contributions (namely, the amount received in convertible currency and non-convertible currency contributions) the liquidity of the Fund and its apportionment to priority activities.

28. During detailed discussion of the target figure, the members of the Asian group of delegations differed from the majority view of the Committee that the letter from the Chairman to the Chairman of Sessional Committee I regarding the target of the Fund for the biennium 1982-1983 should mention that expected contributions were not likely to exceed $77 million, since that would reduce the chances of reaching the $120 million target. After informal deliberations, however, they agreed to accept such a mention, which other delegations believed was a realistic projection, based on experience in previous years, and which one pointed out was in line with the Executive Director's own assessment of the situation.

29. The Committee subsequently decided to transmit to Sessional Committee I its views regarding the target for the biennium 1982-1983. 1/

30. In response to a comment from the secretariat, one delegation emphasizec the need for a report providing information on implementation of the programme and on projects and activities according to their designation as global, regional, interregional, sub-regional and national, and indicating commitments and expenditures incurred, but agreed that such information could be provided through Report to Governments if the report being called for from the Executive Director was appropriately cross-referenced.

31. At the conclusion of its discussion, the Committee recommended a draft decision 2/ to the Governing Council for adoption.

32. After the adoption of the decision, the representative of the United Kingdom, speaking on behalf of the delegations of Belgium, Federal Republic of Germany, France, Italy, Netherlands, Switzerland and the United States of America, expressed concern at the way in which the Governing Council had been obliged to conduct its business at its present session. They regarded as unacceptable the procedure by which the Committee had been confronted with a request for a budget figure greatly in excess of the amount that seemed likely to be obtained through contributions. While fully understanding the desirability of a generous appropriation figure to provide an incentive for increased contributions, they considered that if the figure was greatly in excess of current estimates of total income, sound financial management required that the Governing Council be given the opportunity to consider a realistic programme. They considered that it was the responsibility of the Executive Director to present to the Governing Council an analysis which would enable it to take a sensible view regarding the allocation of appropriations, assuming different levels of over-all contributions, and they called upon him to present the Council with such an analysis if a similar situation arose in future. The representatives of Australia and Japan associated their delegations with the foregoing views.

2. Non-convertible currencies

33. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, introducing the report of the Executive Director on the impact of non-convertible currency balances on Fund project selection and implementation (UNEP/GC.9/10/Add.1), which had been prepared in response to Governing Council decision 8/18, paragraph 8, reminded the Committee of how the problem of non-convertible currencies had become acute in 1979 when they had comprised 62 per cent

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1/ Reflected in decision 9/23, paras. 11-13.

2/ For the text of the decision as adopted by the Governing Council, see annex I below, decision 9/23.

of the Fund resources. The Board of External Auditors and the Governing Council had both called for action to rectify the situation. In 1980, as a result of the joint efforts of the Executive Director and the Governments of the countries contributing in non-convertible currencies, expenditure in those currencies had exceeded income, reaching the equivalent of $5.8 million. Non-convertible currency projects were now part of the over-all programme, although primarily in the training field. The Executive Director's conclusions were contained in paragraph 20 of the report; one was that the level of the existing balances of non-convertible currencies in the Environment Fund did not unduly influence the selection of projects. The action he suggested might be taken to improve the situation included requesting Governments of countries contributing in non-convertible currencies to pay a greater proportion of their contributions in convertible currencies and setting a ceiling for non-convertible currency projects of 20 per cent of the total programme. Such action was necessary to maintain a balanced programme.

34. The Executive Director's report was generally welcomed, although attention was drawn to some disturbing conclusions: the higher cost of implementing non-convertible currency projects, the additional time and administrative support required the distortion of the programme, even if only in terms of geographical location of implementation. One delegation observed that project selection standards appeared to be less rigorous for non-convertible currency projects and another said that the same standards should apply to all projects. Other delegations, pointing out that non-convertible currencies, by their very nature, were restricted in use, urged non-convertible currency contributing countries to make greater efforts to pay their contributions in convertible currency because of the need for the greatest possible flexibility in using scarce Fund resources. The need for resources to be usable anywhere, by any party and for the benefit of all, and particularly for the developing countries, was stressed and it was pointed out that many countries whose national currencies were non-convertible still managed to pay their contributions in convertible currency. It was also pointed out that some part of the cost of non-convertible currency projects had to be met in convertible currency; consequently, UNEP should not spend non-convertible currencies for the sake of spending them, since the total convertible currency resources available for the Fund programme were diminished at the same time.

35. One delegation asked what "convertible" roubles and the "prescribed circumstances" under which they could be converted were; why balances of certain non-convertible currencies were increasing when no contributions in them seemed to be being made, whether some non-convertible currencies were more readily convertible than others, whether there were contributions in non-convertible currencies other than those shown in the table in the report 3/ which were convertible within the United Nations, why

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3/ UNEP/GC.9/10/Add.1, para.6.

non-convertible currency training courses were longer and more costly than others and whether there was a trend for the number of non-convertible currency contributors to increase or decrease. Another delegation suggested that as most convertible currency donor countries had some expenses in the non-convertible currency donor countries, due, for example to maintenance of embassies, some of UNEP's accumulated non-convertible currencies might be exchanged with them for convertible currencies, thus benefiting all three parties concerned.

36. Replying to the foregoing questions, the Chief, Fund Programme Management Branch, said that up to 25 per cent of the USSR contribution could be converted by reimbursing, in dollars, costs incurred by employing USSR nationals as staff or as consultants for the cost of tickets purchased for travel by the national airline Aeroflot, for the cost of purchasing supplies and equipment used in projects implemented in the USSR and for costs incurred in transporting and erecting equipment purchased in the USSR for use in projects outside that country. The convertible portion of the roubles had not been utilized, proportionally speaking, as much as the non-convertible portion because of these limitations on their use. The increase in certain non-convertible currencies not matched by increased contributions was due to exchange rate fluctuations. Some non-convertible currencies were more usable than others because of projects being implemented in the contributing country; for example, German Democratic Republic marks were largely used in the Eco-Management Training Course in Dresden. Furthermore, some countries, like India, contributed in their national currency, but their contribution could be exchanged for convertible currencies within the United Nations system. The ratio of non-convertible currency to convertible currency contributions had remained relatively constant.

37. Several delegations supported the action suggested by the Executive Director 4/ in principle, and a number considered that rule 203.4 of the Financial Rules of the Fund should be amended to avoid having to restrict programme implementation.

38. Several others were opposed to the action suggested; they saw no problem in the contribution or use of non-convertible currencies, as the projects implemented with them benefited the least developed countries. The voluntary nature of contributions to the Fund was stressed; accordingly Governments should not be restricted as to the type or form of their contributions. In any case, as expenditure in non-convertible currencies had exceeded contributions in those currencies by the equivalent of some $1.5 million in 1980, the problem of non-convertible currencies accumulation appeared to have been solved. A number of delegations considered that the accumulation of non-convertible currencies had been artificially created as a problem. Non-convertible currency projects were completely in harmony with and formed a vital element of the UNEP programme and encouraged wide co-operation among countries. Several delegations felt that amending rule 203.4 would nullify the voluntary character of contributions. They questioned, moreover, whether the Governing Council was legally entitled to amend the Financial Rules of the Fund.

4/ UNEP/GC.9/10/Add.1, annex II.

39. In reply to the question as to whether Governing Council was competent to amend the Financial Rules, the Chief, Fund Programme Management Branch, said that as the Governing Council had itself drawn up the Financial Rules of the Fund for subsequent approval by the General Assembly, there was no reason, in principle, why it should not propose amendments to them, subject to similar approval.

40. One delegation pointed out that non-convertible currencies had an advantage over convertible currencies in that they were not affected by inflation nor subject to fluctuations. Another said that it was preferable to utilize non-convertible currencies in a project rather than forego the activity entirely. Others pointed out that the non-convertible currencies were contributed for a purpose, and it was suggested that the donors might advise UNEP on how to make the most effective use of their currencies for the benefit of the Programme. Another delegation observed that if the effect of such a practice would be that each country would decide the activity for which its contribution was to be used, there would be no point in the Governing Council deciding how the pooled resources in the Fund should be allocated.

41. Replying to a question concerning the word "ceiling" in annex II, paragraph (c) of the document, the Acting Assistant Executive Director said that the 20 per cent ceiling or limit on the portion of the programme to be implemented in non-convertible currency had been proposed solely so as to maintain the balance of the programme. The Committee could, of course, set any limit it liked. With the resources of the Fund for 1982-1983 estimated at $30 million in convertible currency and the equivalent of $16 million in non-convertible currency, the Executive Director felt that it would be advisable to set some limit on non-convertible currency project implementation under the proposed programme. There was no intention whatsoever to change the voluntary nature of contributions to the UNEP Fund. With regard to possible programme distortion due to the use of non-convertible currencies, no significant distortion had occurred, but a certain bias was created in the geographical location of projects. Paragraphs 4 and 5 in the draft decision suggested to the Governing Council 5/ renewed the appeals made by the latter at its eighth session and were in keeping with the terms of rule 203.4 of the Financial Rules of the Fund which provided that contributions should be accepted in currencies that were readily usable by the Fund.

42. Referring to the suggested fixing of a ceiling for non-convertible currency commitments, one delegation said it would be useful for the Executive Director to have the support of the Governing Council in avoiding distorting the programme. Other delegations did not consider it necessary to fix a ceiling as there was no evidence of any significant distortion. Several delegations underlined the need for readily usable contributions and for more convertible currencies which would be of greater benefit to the developing countries.

5/ UNEP/GC.9/10, annex.

43. Several delegations considered that the suggested action had legal implications and would require an amendment of the Financial Rules of the Fund; they were not in favour of mentioning any percentage figure in respect of the proportion of convertible currency in non-convertible currency contributions nor of fixing a ceiling for commitments in these currencies. In this connexion, one delegation considered that the action suggested would constitute an infringement of the sovereignty of States. Its Government's contribution in non-convertible currency was made in the interests of the developing countries.

44. At the conclusion of its debate on the subject, the Committee recommended a draft decision 6/ to the Governing Council for adoption.

3. Additional resources for environmental problems in developing countries

45. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, introducting the report of the Executive Director on additional resources for environmental problems in developing countries (UNEP/GC.9/10/Add.2), which had been prepared in response to Economic and Social Council resolution 1980/49, paragraph 9, said that the Governing Council's advice was being sought on suggested new ways of obtaining additional resources for the Fund to deal with serious environmental problems in developing countries. Of the four new means proposed, the "special window" merited special attention as being the most feasible.

46. The report, and the "special window" concept in particular, was welcomed by many delegations. One delegation, referring to the request made to the Executive Director by the Governing Council at the eight session to report on inter-sessional developments, asked what developments there had been on the "special window" issue. The fact that the "special window" approach was particularly well geared to the environmental needs of developing countries was stressed by other delegations, which wholeheartedly supported the proposal, particularly in view of the Fund's small resources. However, some delegations, while welcoming the spirit behind the proposal, stressed the complexity of the issue, which required careful consideration. They pointed out that by earmarking the funds contributed to UNEP for specific purposes, this might reduce the flexibility of the over-all programme, introduce a technical assistance element which would be contrary to UNEP's co-ordinating and catalytic role, have the effect of sanctioning tied contributions, a feature which had been objected to in the case of non-convertible currencies, and might lead to funds being contributed to the "special window" instead of to the general programme which would jeopardize the volume of Fund resources in contravention of rule 203.4 of the Financial Rules of the Environment Programme.

6/ For the text of the decision as adopted by the Governing Council, see Annex I below, decision 9/23.

47. Clarification of how the funds received under the "special window" would be allocated was sought. One delegation asked whether a trust fund would not serve the same purpose and another asked whether the same end would not be achieved by a reallocation of priorities in Sessional Committee I.

48. The Swedish delegation, which had introduced the concept of the "special window", explained that the funds would be allocated to programmes identified by the Governing Council as being directed to the gravest environmental problems of the developing countries, the Executive Director would then identify, within those programmes, the projects and activities to be undertaken, and a special report on these would be submitted to the Governing Council at each session. The "special window" approach was not geared to the United Nations Development Programme, as certain development activities had environmental parameters outside the normal rubric of international development aid or bilateral aid groups; for example, the environmentally appropriate selection of species in a tree plantation. Moreover, the UNEP programme already had development aspects, in the areas of environment and development, for example. The "special window" approach had been developed to tap the larger sources of international and bilateral aid generally earmarked for development projects.

49. Concern was expressed by some delegations that a national emphasis might be introduced into the Programme at the expense of the global or regional emphasis set forth in UNEP's mandate. Others considered that the development of the "special window" approach would increase the regional benefits accruing to the less developed countries from multilateral donors.

50. The Acting Assistant Executive Director said that the full list of responses to the Executive Director's proposals would be circulated. Owing to the 13 per cent charge for administrative costs which the Executive Director was required to make for trust funds, the Swedish Government, in consultation with UNEP, had evolved the idea of the "special window". Under this approach, UNEP could receive the funds without any loss to administrative costs. Two categories of projects would be eligible for "special window" funds: those ensuring adequate environmental assessment and impact statements before a large development project began, and those connected with activities of a global scope which required large sums to ensure proper co-ordination and programming; for example, desertification, deforestation. He shared the concern that some donors might contribute to the "special window" at the expense of the regular programme; however, no assurance could be given on that point as it was the prerogative of each Government to donate as it wished and contributions would be entirely voluntary. The Executive Director felt that the "special window" was an encouraging development in the search for additional sources of financing for programmes on the major environmental problems of developing countries.

51. In the ensuing discussion, additional points were raised by those supporting the "special window" proposal, and the fact that its main objective was to increase environment activities in the developing countries because UNEP's activities had had little impact in them to date, was stressed. In that connexion, it was felt that as UNEP had such very limited resources, additional funds should not be refused because of technical difficulties posed by the Financial Rules; some delegations considered that if the Rules as they stood prevented the establishment of the "special window", they should be amended to make it possible. Those in favour of amending the Rules did not consider that the character of the Fund would change as a result; countries could contribute to both the "special window" and the Fund. One delegation announced its intention

52. Other delegations considered that amending the Financial Rules would create a dangerous precedent and would, in fact, result in an alteration of the structure and purpose of the Fund. One delegation said that its Government would have to reconsider its contribution should the Rules be amended in the way suggested. Several delegations reiterated their concern that contributions to the Fund would decrease and that a trend would develop for donors to prefer to earmark their contributions.

53. A number of delegations said that although they were not actively opposed to the establishment of the "special window", their Governments had no intention of contributing to it; there was therefore a distinct risk that it would attract very little in the way of resources. However, one delegation thought that even if initial contributions were minimal, they might accelerate. It suggested that the "special window" be established, subject to review after six or seven years.

54. The Committee subsequently recommended a draft decision 7/ to the Governing Council for adoption.

4. Financing of plans of action

55. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, introducing the Executive Director's report on financing plans of action (UNEP/GC.9/10/Add.3), which had been prepared in response to Governing Council decision 8/1, section VII, pointed out that the General Assembly, the Economic and Social Council and the Governing Council itself had often approved plans of action without ensuring financial provision for their implementation. Five financing mechanisms which the Executive Director believed were workable were outlined in paragraph 12 and conclusions and recommendations, upon which the Committee's advice was sought, were contained in paragraphs 19 to 29.

56. The report was commended by several delegations as providing a useful perspective of solutions to the problem, but some concern was expressed at the connexion between the conclusions and recommendations and the suggestion in the annex to the document that the Governing Council should merely note the report and approve the recommendations. One delegation said that it was important that UNEP should not withdraw its technical and financial support too soon from a project with an approved action plan, and suggested that a phrase to that effect be included in the suggested action. The suggestion was supported by several delegations. Another delegation asked for clarification of the statement in paragraph 23 that primary responsibility for financing regional activities should be placed on States in the region; the least developed countries might have difficulty in supporting activities under action plans and it wondered what would happen then.

7/ For the text of the decision as adopted by the Governing Council, see annex I below, decision 9/24.

57. The Acting Assistant Executive Director replied that while the initial financing for implementing regional plans of action was primarily a national responsibility, the international community should stand ready to help where it could. Paragraph 23 could be clarified in that sense.

58. At the conclusion of the debate, the Committee recommended a draft decision 8/ to the Governing Council for adoption.

5. Revised general procedures governing the operations of the United Nations Environment Fund

59. The Chief, Fund Programme Management Branch, introducing the Executive Director's note on the revised general procedures governing the operations of the United Nations Environment Fund (UNEP/GC.9/10/Add.4), informed the Committee that as the final form of the system-wide medium-term programme would affect the procedures, the Executive Director felt that it would be premature to adopt a definitive revision at this stage. Proposals would be submitted to the Governing Council at its tenth session, and all the Committee was required to do at present was to take note of the document.

60. One delegation asked what the difference was between the procedures governing the operations of the Fund and the Financial Rules of the Fund, and asked for an assurance that the proposed revised procedures would not affect the Financial Rules in any way.

61. In reply, the Chief, Fund Programme Management Branch, said that the Financial Rules governed the financial operations of the Fund, whereas the general procedures concerned the Fund's day-to-day working arrangements. The system-wide medium-term programme, which involved the United Nations system as a whole, was very much concerned with the day-to-day working arrangements and it was therefore important that the working relations with the organizations of the United Nations under the system-wide medium-term programme were clarified fully before a final decision was taken on how the over-all procedures should be changed. It was unlikely that the revised procedures would have any effect on the Financial Rules.

62. The Committee took note of the note by the Executive Director on revised general procedures governing the operations of the Environment Fund.

8/ For the text of the decision as adopted by the Governing Council, see annex I below, decision 9/25.

6. Management of trust funds

63. The Chief, Fund Programme Management Branch, introducing the Executive Director's note on the management of trust funds (UNEP/GC.9/10/Add.6), apologized for the late distribution of the document, which had been unavoidable because most of the meetings on the trust funds had not been held until March or April 1981. He drew attention to documents UNEP/GC.9/9/Background 4 and UNEP/GC.9/9, paragraphs 20-27, which were also relevant to the discussion. Referring to the Trust Fund for Regional Training Workshops on Environmental Management, he pointed out that the establishment of a Trust Fund had been the only mechanism by which the funds offered by the Swedish International Development Authority (SIDA) to finance regional training workshops on environmental management could be accepted. The 13 per cent charge referred to in paragraph 2 of the note was a charge the Executive Director, in common with the Executive Heads of organizations within the United Nations system, was required by the Secretary-General to make.

64. The necessity for extending the Kuwait Trust Fund until 31 December 1981, when the interim secretariat was to be transferred to the Regional Organization from 1 July, was queried by one delegation. Other delegations asked about the mechanisms involved in setting up a trust fund and how a trust fund programme was implemented. Another delegation asked if the mechanism used in connexion with the training workshops for the pulp and paper industry would be extended to other training workshops.

65. Replying to the first point, the Chief, Fund Programme Management Branch, explained that the Kuwait Trust Fund had to be extended until 31 December 1981 to clear all outstanding bills; when that was done, the Trust Fund would be closed. The SIDA Trust Fund resulted from a specific national initiative; he was not aware of any intention to extend it to other fields.

66. The Acting Assistant Executive Director, referring to the procedure for setting up a trust fund, said that the process took a long time, involving meetings of interested parties at various levels to agree on a plan of action and on financing. When the parties agreed to request establishment of a trust fund, the project was submitted to the Governing Council for its approval.

67. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, introducing the Executive Director's note on the establishment of a regional trust fund for the East Asian Region (UNEP/GC.9/10/Add.9), said that the request dealt with had been received since the beginning of the Governing Council's present session and had not been included in the agenda as approved.

68. The Committee took note of the Executive Director's note on the establishment of a regional trust fund for the implementation of the Action Plan for the Protection and Development of the Marine Environment and Coastal Areas of the East Region and approved the suggestion that the Executive Director seek the Secretary-General's consent to the establishment of the trust fund in question. 9/

69. The Acting Assistant Executive Director drew attention to the note by the Executive Director (UNEP/GC.9/10/Add.7) concerning a communication received from the International Union for the Conservation of Nature and Natural Resources, which was self-explanatory.

70. The Committee took note of the Executive Director's note on the provision of permanent secretariat and interim arrangements for the Ramsar Convention.

71. Following its discussion of trust funds, the Committee recommended a draft decision 10/ to the Governing Council for adoption.

C. Financial report and accounts for the biennium 1978-1979 ended 31 December 1979

72. In considering agenda item 8 (c), the Committee had before it document UNEP/GC.9/L.1.

73. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, introducing the Executive Director's note on the financial report and accounts for the biennium 1978-1979 (UNEP/GC.9/L.1), said that the Committee was being asked to take note of the comments of the Board of External Auditors and of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and of the Executive Director's comments thereon. The Executive Director had taken the action requested by the Board of External Auditors and ACABQ.

74. Questions were asked about the progress made with improving control over the use of consultancy funds and outside expertise, about the principles governing the employment of outside expertise approved by the General Assembly which were not being followed by UNEP, and about the progress made with filling vacant posts in the Finance Section. One delegation asked for an up-dated organizational chart showing the distribution of posts and vacancies.

75. The Chief, Finance Section, read out the full text of the comments of the Board of External Auditors and said that to improve the situation, the six units of the Finance Section had been consolidated into four, a Deputy Chief had been appointed for the Finance Section, an adaptation of the Headquarters accounting manual was being prepared for UNEP and would be finalized when the United Nations manual had been revised, the situation regarding vacancies in the Finance Section had improved and could now be considered normal, and where contracts were issued and payments made for outside expertise without proper certification, co-ordination between certifying officers, requesting officers and the Finance Section had been improved; an administrative instruction had been issued in this respect.

9/ See decision 9/26.

10/ For the text of the decision as adopted by the Governing Council, see annex I below, decision 9/26.

76. The Committee took note of the Executive Director's note on the financial report and audited accounts of the Fund of UNEP for the biennium 1978-1979 ended 31 December 1979.

D. Project evaluation programme

77. In considering agenda item 8 (d), the Committee had before it document UNEP/GC.9/11.

78. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, in introducing the report of the Executive Director on the project evaluation programme (UNEP/GC.9/11), said that increased attention had been given to development of the methodology for evaluation in UNEP. It has been realized that evaluation was not the sole answer to solving programming difficulties; the need for improved project design as a prerequisite for meaningful project evaluation was recognized and that aspect was being given greater attention. The Executive Director suggested two changes in the format of the UNEP/FUND/PROJECTS/C. series of documents issued with Report to Governments, namely that the section entitled "Impact" should be replaced by a section in which actual project results were compared with expected results, and that reporting on all completed projects should be discontinued in favour of more complete reporting on more representative or significant projects.

79. Referring to the evaluation of UNEP co-operation with the regional economic commissions, a number of delegations said they hoped that any strengthening of UNEP support would not be at the expense of the UNEP regional offices, whose responsibility for liaison with governments on UNEP matters should not be diminished in any way.

80. Several delegations expressed concern about the programming difficulties and the constraints on the evaluation programme mentioned in the report. Pointing out that similar difficulties had been reported before, one delegation advocated giving the matters in question urgent attention. Another delegation asked to what extent evaluation results had been taken into account in formulating the medium-term plan 1982-1983 and would be taken into account in the system-wide medium-term environment programme. The need for greater dissemination of project results, possibly through greater co-operation between the Bureau of Programme and the Information Service, was also mentioned.

81. The new directions proposed for the evaluation programme were generally approved. Information about the criteria followed for conducting in-depth evaluations, which were to be given greater emphasis, was sought. The importance of determining the impact of UNEP activities was stressed and the hope expressed that this would continue to be done. In the opinion of one delegation, if the secretariat did not report on all completed projects in Report to Governments, less information on UNEP projects would, in fact, be made available. Another delegation drew attention to the time-lag between availability of the Report to Governments in English and in other languages. While supporting the proposed new directions, one delegation emphasized the need to continue active contacts with evaluation units elsewhere in the United Nations system and suggested that maintaining such contacts should be specifically included under the new directions. Questions were also asked about the reasons for suggesting lower priority should be given to sectoral analyses and process evaluation.

82. In reply to the comments on UNEP's co-operation with the regional economic commissions, the Acting Assistant Executive Director said that the evaluation of that co-operation had been undertaken because of financial problems facing UNEP operations, and it had been necessary to look for the best way for UNEP to operate at the regional level. The subject had been discussed informally with Permanent Representatives to UNEP, and proposals would be submitted to the Governing Council at its tenth session.

83. Replying to other points raised during the discussion, the Chief, Division of Fund Policies and Evaluation, said that sectoral analysis was less useful than anticipated because projects under a budget line were often very different in nature and general conclusions could not be made. Sectoral analysis was not being dropped from the programme; rather, greater priority was being given to more fruitful excercises, such as the in-depth evaluation of clusters of closely related projects suggested previously by the Governing Council. In-depth evaluations were made only when less costly measures, such as internal management reviews, were considered insufficient to bring about significant improvement in the programme. In-depth evaluations might, for example, be conducted where programmes had been reoriented and projects required modification, where the premises of a project or programme had to be ascertained, for testing pilot or experimental projects, and long-term projects. Process evaluations were considered too costly in terms of potential results and their potential for programme improvement lower than that of the review of substantive parts of the programme. An assessment of the impact of UNEP activities was important, and the attempt to document project impact, especially on UNEP programme and those of its implementing partners, would continue. It would be more realistic however to focus on project results when reporting on projects soon after completion. The volume of UNEP/FUND/PROJECT/C. series of documents issued with Report to Governments had increased; if the Governing Council so wished, the secretariat could continue to aim at publishing a report on all completed projects. It would also continue its efforts to define project objectives better, and appraisal for evaluation potential prior to approval of projects was particularly important in this respect. The distinction between assessment and management functions was sometimes imprecise, and special attention was given to avoiding possible overlapping between units. Under utilization of project results was still a problem, but the UNEP/FUND/PROJECTS/C. series of documents provided an additional checking mechanism to ensure their effective use. The need for more information on project results was recognized; this would receive greater attention and the secretariat would welcome reactions and comments from Governments on project results as reported in Report to Governments. While evaluation results were important for major programming exercises, such as the medium-term plan, feedback should be continuous and evaluation results should be incorporated into the programme at other times as well. The link between projects and programme was a particularly important feature of UNEP programmes, as support was only justified if projects could contribute to the advancement of UNEP programme goals. It was therefore essential for UNEP to verify the specific contribution of each project to the programme to which it belonged.

84. At the conclusion of the discussion, the Committee took note of the report of the Executive Director on the project evaluation programme, stressing the need to strengthen co-operation between UNEP and evaluation units in other organizations of the United Nations system.

Chapter VII

ADMINISTRATIVE AND BUDGETARY QUESTIONS

1. Agenda item 9 was assigned to Sessional Committee I for consideration. For an account of the Committee's work, see chapter II, paragraph 21 above.

2. In considering item 9, the Committee had before it documents UNEP/GC.9/12 and Corr.1, UNEP/GC.9/13 and Corr.1-3 and Add.1 and Corr.1 and Add.2, UNEP/GC.9/14 and Add.1, UNEP/GC.9/L.2 and 3, and UNEP/GC.9/BACKGROUND/3, 4 and 4/Corr.1.

A. Performance report on the programme and programme support costs for the biennium 1980-1981 and proposed budget for the biennium 1982-1983

3. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, introducing, the performance report on the programme and programme support costs for the biennium 1980-1981 (UNEP/GC.9/12 and Corr.1) and proposed budget for the biennium 1982-1983 (UNEP/GC.9/13 and Corr.1-3 and Add.1 and Add.1/Corr.1 and 2) with the related reports of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) (UNEP/GC.9/L.2 and L.3) said that the additional resources requested in the performance report (UNEP/GC.9/12 and Corr.1) were estimated at $1,215,100, representing a net amount after adjustments for inflation and fluctuations in rates of exchange. In connexion with the latter, an amount of $655,000 had been saved as a consequence of the devaluation of the Kenya shilling on 2 February 1981, which had resulted in a new operational exchange rate of KSh.8 to the United States dollar, compared to the KSh.7.43 to the dollar used for the 1980-1981 budget estimates.

4. A sum of $1,475,700 was being requested by the Executive Director for the following purposes: the establishment of one D-1, one P-5, one P-4, three P-3 and 6 supporting local level posts ($790,200) and a joint UNEP/UNDP project for institutional support to the United Nations Sudano-Sahelian Office ($685,500), currently financed from the Fund programme activities budget. Other proposals were for the conversion of two P-4 posts in the Desertification Branch from ad interim to permanent status, the conversion of 13 local level posts, financed from temporary assistance funds, to established posts, and the appropriation of an additional sum of $25,000 for an ad hoc expert group meeting to consider a draft report on additional financing to implement the Plan of Action to Combat Desertification, for which no provision had been made in the budget for 1980-1981.

5. With regard to the proposed budget for programme and programme support costs 1982-1983 (UNEP/GC.9/13 and Add.1 and 2), the Executive Director was anxious to have a positive growth rate, as the real growth in 1980-1981 had been negative. The major additional requirements under the programme and programme support costs budget for 1982-1983 were: establishment of

two P-1/P-2 posts in the administrative service; establishment of one local level post in the programme of executive direction and management, three local level posts in the environmental programmes, one local level post in the Regional Office for Europe, and one local level post in the programme of conference services; reclassification of two P-3 posts to P-4 in the programme of administrative services and of one P-3 post to P-4 in the programme of executive direction and management; provision for a P-4 internal auditor's post together with one secretary and travel, all to be shared with UNCHS in the proportion of 75 per cent and 25 per cent, under the object of expenditure "Fellowships, grants and contributions", as UNEP's share was for reimbursement to the United Nations.

6. Many delegations considered that the estimates in the 1980-1981 performance report and the proposed programme and programme support costs budget for 1982-1983 were too high. They drew attention in that connexion to the ACABQ report on the 1980-1981 performance report (UNEP/GC.9/L.2), in which the Governing Council was recommended to request the Executive Director to endeavour to reduce expenditure under the programme and programme support costs budget for 1980-1981. One delegation considered that the revised estimates for 1980-1981 should be reduced by $1,215,000, namely should be kept at the level initially approved. Suggestions were made that the two P-4 posts in the Desertification Branch should not be converted into permanent posts, that only half of the amount of $885,000 for institutional support to the United Nations Sudano-Sahelian Office (UNSO) should be transferred from Fund programme activities to the programme and programme support costs budget, that the conversion of the 13 local level posts from temporary assistance to established status should not be approved and that the temporary assistance provided to the United Nations Office at Geneva and to the office of the Economic Commission for Latin America in Mexico City should be cut. One delegation, supporting those suggestions, proposed that the estimates for the 1980-1981 programme and programme support costs budget should be revised to a figure of $19,800,000; that proposal was supported by several delegations.

7. Several delegations, pointing to the growing problem of desertification, said they were opposed to any cuts that would impede the work of the Desertification Branch and they insisted on the conversion of the two P-4 posts in that Branch from ad interim to permanent status.

8. Replying to questions from one delegation, the representative of the secretariat said that the figure for under-expenditure as a result of the higher rate of vacancies for Fund-supported professional posts was $1,884,000 and not the figure of $0.5 million shown in the ACABQ report on the programme and programme support costs budget for 1980-1981 (UNEP/GC.9/L.2, para.7). The net saving of only $409,000 under paragraph 20 in the performance report was due to the fact that variances between the standard salary costs used for budget purposes and the payments realized in 1980 and the new standard salary costs in 1981 amounted to an additional expenditure

of approximately $1.3 million. Variations for professional posts were between 1.2 per cent and 9.8 per cent for the different grades, and for general service posts about 25.9 per cent. For general service posts alone, the discrepancy between budgeted standard costs and actual costs in 1980 and new standard costs for 1981 amounted to some $900,000.

9. Regarding the other points raised, he said that a reduction in general temporary assistance would seriously hamper the smooth functioning of UNEP, especially at times of peak workload. Moreover, there were two projects within UNSO, one of a programme nature and one for institutional support. The Executive Director considered that the institutional project should be transferred as a whole from Fund programme activities to the programme and programme support costs budget and that it would be inappropriate to transfer half, as suggested.

10. During the ensuing discussion, some delegations expressed the view that the request for an additional appropriation for an ad hoc expert group meeting should be disallowed. The proposal to convert 13 local level General Service posts from temporary assistance to established status was discussed at length; some delegations considered that hiring staff against temporary assistance for a long period and then requesting conversion of their posts to established status was tantamount to facing the Governing Council with a fait accompli. Other delegations pointed to the human problem; a staff member who had worked for several years against temporary assistance would have a rightful expectancy of continued employment.

11. The representative of the secretariat pointed out that the Governing Council had been informed at its seventh session that there would be further conversions of temporary assistance posts to established posts.

12. On concluding its discussion of the performance report on the programme support costs budget for 1980-1981 the Committee recommended a draft decision 1/ to the Governing Council for adoption.

13. With regard to the proposed programme and programme support costs budget for 1982-1983 (UNEP/GC.9/13 and Corr.1 and 3 and Add.1 and Corr.1 and Add.2), one delegation, supported by several others, said that none of the Executive Director's proposals was acceptable. Another delegation referred to the ACABQ report on the proposed budget (UNEP/GC.9/L.3) and asked if the Executive Director had any comments on it. On the basis of the ACABQ report one delegation expressed a reservation on the report of the Executive Director, in particular in respect of the conversion of posts and very high increases in certain appropriation lines.

14. The representative of the secretariat said that the ACABQ report had been very carefully studied. Regarding the Advisory Committee's comments in paragraph 10 concerning the reclassification of posts and the absence of job descriptions, as there was no change in functions of the posts in question, there was only one job description for each post; these were available to

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1/ For the text of the decision as adopted by the Governing Council, see annex I below, decisions 9/27 A and C.

the Governing Council in a background paper. As to the comments in paragraph 11 regarding ad hoc expert groups, the Executive Director had informed ACABQ that preparatory and follow-up activities were required because the 1982-1983 biennium was of a special nature on account of the session of a special character in 1982 to stocktake ten years after Stockholm. Furthermore, more and more tasks were being imposed on UNEP by the General Assembly and the Governing Council, which frequently required the convening of such meetings. In connexion with the comment by the Advisory Committee in paragraph 12 regarding the estimates for consultants, it should be remembered that the secretariat required the assistance of very high-level consultants, often to deal with policy matters, and that contrary to the situation in New York, considerable provision for travel had to be made when hiring consultants for Nairobi.

15. Several delegations considered that the procedure followed for dealing with the various documents on budgetary matters before the Committee was not conducive to the proper conduct of business. They deplored, in particular, the absence of time to discuss the reports of ACABQ. They suggested that in future the reports of ACABQ should be discussed first, and a decision on the Executive Director's reports taken in the light of the Advisory Committee's recommendations. For the foregoing reasons, one delegation made a general reservation on the draft decisions relating to the programme and programme support costs budget and said that if they had been put to the vote, it would have voted against them.

16. Replying to a comment about the assessed 10 per cent inflation for 1982 and 1983, the representative of the secretariat said that 10 per cent inflation had been given in the first performance report on the regular budget, but the Executive Director had pointed out in his programme and programme support costs budget that the figure seemed too conservative. To a question concerning the two ad hoc meetings mentioned in paragraph 31 of document UNEP/GC.9/13, he said that the meetings were planned for the African region, that their composition had not yet been decided, but it was intended that they should include as many African experts as possible. The results of the meetings would be communicated to the Governments of all the countries of the region.

17. One delegation pointed out that the higher the programme and programme support costs budget was, the less would be available for Fund programme activities. Proposed programme and programme support costs would constitute 21.6 per cent of a $120 million target for 1982-1983, but about a third of a figure such as $77 million. It suggested that an appropriation of $26 million should be approved and that the new posts should also be approved on condition that the programme and programme support costs did not exceed 25 per cent of the resources actually available to the Fund. Several delegations supported that suggestion.

18. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, observed that ACABQ had raised the problem of the relationship between programme and programme support costs and Fund programme activities. The Executive Director was aware of the problem, and agreed that the actual requirements for 1982-1983 must be fixed in terms of contributions and not of the target figure. ACABQ had therefore agreed that the question should be reviewed by the Governing Council at its 1982 session in the light of more up to date information on contributions and firm pledges.

19. One delegation proposed a figure of $25,500,000 for the appropriations for 1982-1983, with the proviso that programme and programme support costs should not exceed 33 per cent of contributions actually received during each of the two years. The Executive Director should be requested to report on that matter to the Governing Council at its tenth session. Another delegation pointed out, however, that an indication of percentage would make the size of the 1982-1983 programme and programme support costs budget dependent on funds actually available, and it was premature therefore to approve a fixed amount for the 1982-1983 budget.

20. The Acting Assistant Executive Director said that the Executive Director disliked seeing a high and increasing percentage going to the programme and programme support costs budget. However, he reserved his position regarding what constituted administrative and what constituted programme costs. He would work within the percentage recommended. However, the Executive Director wanted to place on record one technical difficulty, namely that he would not know until the end of the year what contributions would actually be received. Consequently, he would have to work with unknown figures for administrative costs.

21. On concluding its discussion, the Committee recommended to the Governing Council for adoption a draft decision on the programme and programme support costs budget 1982-1983. 2/

B. Financial report and interim accounts (unaudited) for the first year of the biennium 1980-1981 ended 31 December 1980

22. The Acting Assistant Executive Director introduced the financial report and interim accounts (unaudited) for the first year of the biennium 1980-1981 ended 31 December 1980 (UNEP/GC.9/L.4 and Corr.1).

23. One delegation raised the question of the liquidity problem which, it had been asserted, had been due to the failure of "the largest contributor to the Fund" to pay its full contribution on time, which had led the Executive Director to delay the implementation of projects as from August 1980. In its view, the reason for the problem should be sought elsewhere; the problem of liquidity was being mentioned for the second successive year, but Schedule 3.1 in the document showed that UNEP had investments amounting to some $11.2 million at 31 December 1980, earning some $2 million per annum in interest. There was no reason why UNEP should not have drawn on some of its investment if faced with liquidity problems. The need for a working capital fund was recognized, but not one that amounted to approximately one third of the value of the programme. The programme should not be slowed down to protect a working capital fund; the working capital fund was there to protect the programme.

2/ For the text of the decision as adopted by the Govening Council, see annex I below, decision 9/27 B.

24. The Chief, Fund Programme Management Branch, explained that the schedule of investments should be seen in the context of the balance sheet of the Fund as a whole. The investment schedule referred to was an important part of the total assets of the Fund, but, as could be seen from the full balance sheet, there were many liabilities which had to be covered by those assets. What was most important was the bottom line figure balance of the Fund, $25.5 million, of which $14.7 million was represented by non-convertible currencies and $10.8 million by convertible currencies. Of the balance of convertible currencies, $6.8 million had not been paid by 31 December 1980.

25. The Acting Assistant Executive Director said that one way to deal with the liquidity problem would be to raise the Financial Reserve by a certain percentage each year and to hold a review of the over-all limit of the Financial Reserve in 1984.

26. One delegation said that in view of the shortage of time at the present session, it would request that a discussion paper be prepared for the tenth session and a decision taken on the subject at that time.

27. The Committee took note of the financial report and interim accounts (unaudited) for the first year of the biennium 1980-1981 ended 31 December 1980.

C. United Nations accommodation at Nairobi

28. The Acting Assistant Executive Director, Office of the Environment Fund and Administration, introducing the reports of the Executive Director on United Nations accommodation at Nairobi (UNEP/GC.9/14 and Add.1) informed the Committee that the General Assembly had taken all the relevant decisions on the matter at its thirty-fifth session.

29. The Committee took note of the reports of the Executive Director on United Nations accommodation at Nairobi.

Chapter VIII

OTHER BUSINESS

1. No questions were raised for discussion under agenda item 12.

Chapter IX

PROVISIONAL AGENDA, DATE AND PLACE OF THE TENTH SESSION OF THE GOVERNING COUNCIL

1. At the 8th meeting of the session, on 25 May 1981, the Council, on the recommendation of the Bureau, decided on the provisional agenda, date and place of the tenth session, and approved the provisional agenda for the session (see annex I below, "Other decisions").

2. The Executive Director pointed out that the report he was to submit under item 4 would cover, among other subjects, the periodicity and duration of Council sessions (in accordance with a decision taken by the Council at its seventh session), proposed topics for the report on the state of the environment, 1983, and the regional presence of UNEP. Furthermore, item 6 would include an evaluation of progress made towards the achievement of the 1982 goals.

3. At the same meeting, also on the recommendation of the Bureau, the Council decided on the date and place of the intersessional informal consultations with Governments to be held between the ninth and tenth sessions (see annex I below, "Other decisions").

Chapter X

PROVISIONAL AGENDA, DATE AND PLACE OF THE GOVERNING COUNCIL SESSION OF A SPECIAL CHARACTER IN COMMEMORATION OF THE TENTH ANNIVERSARY OF THE UNITED NATIONS CONFERENCE ON THE HUMAN ENVIRONMENT

1. Agenda item 11 was considered in the context of the general debate (see chap. III above).

2. At the 9th meeting of the session, on 26 May 1981, the Governing Council adopted by consensus a draft decision submitted by the Bureau entitled "Session of a special character of the Governing Council in 1982" (see annex I, decision 9/2).

Chapter XI

ADOPTION OF THE REPORT

1. The Governing Council considered the draft report on the work of its ninth session at the 8th and 9th meetings of the session, on 25 and 26 May 1981.

2. The representative of Japan noted that several political decisions had been adopted by the Council at its ninth session. His delegation had abstained in the votes on all those decisions, reflecting its grave concern at the growing tendency for political issues to intrude upon UNEP's work. That tendency threatened to disrupt the Council's activities and distract UNEP from the tasks for which it had originally been established.

3. The representative of the United Kingdom said that at future sessions the Council must reduce and simplify the documentation it generated, and must also ensure that speakers kept to the items under discussion. Moreover, draft decisions must be submitted in good time, and every effort must be made to reach consensus outside the official meeting rooms, instead of taking up the time of the Council for the process of negotiation. Finally, he said that if the members wished to have a really effective UNEP dealing with genuine environmental problems, they should eschew long speeches and irrelevant decisions and refrain from attacking countries which were in a position to contribute to the solution of environmental problems.

4. The representative of Ghana, supported by many others, expressed serious misgivings about the statement by the previous speaker. The Governing Council was an international forum in which members were not only entitled, but expected, to exercise their full sovereignty. There was considerable room for divergences of opinion concerning what was relevant, but he was sure that all those who had spoken had done so with the sincere intention of contributing to the attainment of UNEP's objectives. It was intolerable that anyone should seek to dictate to members what they might and might not say, or suggest that the positions adopted by delegations should be determined by whether they could be classified as donors or recipients.

5. The representative of Saudi Arabia observed that the divergences of opinion which had emerged during the session were a reflection of the complex nature of environmental concerns. He expressed the hope that they would not be allowed to disrupt the co-operation which had been built up so far.

6. At the 9th meeting, on 26 May 1981, the Council took note of the report of Sessional Committee I (see chap. V above), as orally revised by the Rapporteur of the Committee, and adopted the draft decisions recommended by the Committee (decisions 9/10 to 9/22). For the texts of the decisions as adopted, see annex I below.

7. One delegation recalled that during the debates both in Sessional Committee I and in plenary, it had expressed serious reservations concerning the draft medium-term plan 1982-1983. Accordingly, it reserved its position regarding paragraph 9 of the section II of the decision on the environment programme 1980-1983 (decision 9/10 A).

8. Regarding the decision on arid and semi-arid lands (decision 9/15 A), the Executive Director said he assumed that the request for support to projects was subject to the customary proviso "within available resources".

9. His understanding of paragraph of the decision concerning the Ad Hoc Meeting of Senior Government Officials Expert in Environmental Law (decision 9/19 A) was that the Working Group of Experts on Environmental Law, in its capacity as preparatory committee for the Meeting, would have its membership expanded, within the financial implications stated in the report of the Sessional Committee (see chap. V. para. 186 above), to include representatives of some of the developing countries that expressed an interest in the Ad Hoc Meeting. Furthermore, he took it that, although paragraph 4 (a) presumably referred to States which had expressed such interest in response to Governing Council decision 8/15 of 29 April 1980, the Council would wish to waive the deadline of 30 September 1980 specified in that decision, and that the meeting referred to in paragraph 4 (b) would take place for two days immediately prior to the preparatory committee meeting. Finally, noting that one offer of support had been received, though not yet confirmed, he appealed to donor countries to consider providing support for the series of three meetings.

10. He noted that the decision regarding co-operation in the field of the environment concerning natural resources shared by two or more States (decision 9/19 B) did not specify when the report of the Council on progress in the implementation of General Assembly resolution 34/186 should be submitted to the Assembly. In preparing material for that report, he would therefore proceed on the basis that it would be submitted at the thirty-seventh session.

11. Noting that the decision on environmental education and training in the Asia and the Pacific region (decision 9/20 C) referred in paragraphs 1(a) and 3 to a programme activity centre, he recalled that the evaluation report on the similar centre established on an experimental basis for Africa, which had been communicated to Governments, stated the view of the evaluators, UNEP, and UNESCO that the centre had not served its purpose, and that accordingly a more appropriate course of action in the future would be to establish regional networks of institutions for education and training.

12. Regarding the decision on regional programmes and programme support (decision 9/21), he pointed out that since the question of the regional presence of UNEP was to be discussed by the Council at its tenth session, no action to strengthen the regional offices could be taken before the Council reached a decision at that session.

13. The representative of Argentina said that in principle, all decisions of the Governing Council should be implemented forthwith, without requiring confirmation by the Council at a subsequent session. There was no conflict between a decision that the capabilities of the regional offices should be strengthened and one that the whole question of the Programme's regional presence should be discussed on another occasion, and the Executive Director should carry out the responsibilities assigned to him by the Council in decision 9/21.

14. The representative of the United States of America said that, irrespective of the issue involved, her delegation hoped that the Council could rely on the Executive Director to take the action required to implement its decisions. In the case in question, there was no inconsistency between the present specific decision and a review of the subject in general terms in 1982.

15. The Executive Director explained that it would be difficult to implement the decision immediately if it were to be interpreted as calling for an increase in the staff of the regional offices. Increased support for their activities through consultancies, travel funds and so on means would present no problem.

16. The representative of Argentina said that for the developing countries, the issue was one of promoting regional solutions based on multilateral action. He was confident that the Executive Director would, within the possibilities immediately open to him, do all he could to strengthen the capabilities of the regional offices to advise and assist countries in their regions. Should additional staff prove necessary, a request for them could be made at the Council's tenth session.

17. At the 9th meeting, on 26 May 1981, the Council took note of the report of Sessional Committee II, (see chapters VI and VII above), as orally revised by the Rapporteur of the Committee, and adopted the draft decisions recommended by the Committee (decisions 9/23 - 9/27).

18. The USSR representative, speaking also on behalf of the delegations of Bulgaria, Byelorussian SSR, Czechoslovakia, German Democratic Republic, Hungary, Poland, and Ukrainian SSR, said that the size of their Governments' contributions to the Environment Fund, as well as the currencies in which they were made, were a matter falling within the sovereign jurisdiction of each State in accordance with the spirit and the letter of General Assembly resolution 2997 (XXVII) and rule 203.4 of the Financial Rules of the Fund. Accordingly, any attempt to impose specific proportions and currencies constituted a breach of the voluntary principle which was basic to the operations of the Environment Fund. These delegations considered that nothing in the decision on non-convertible currency could be interpreted as affecting the principle and rules governing the operation of the Fund.

19. One delegation said that more animated discussion on the level of expenditure proposed by the Executive Director for the next biennium had perhaps been generated at the ninth session than at any previous session, and it was gratifying therefore that a consensus had finally emerged, albeit with some reservation on the part of certain delegations. A crossroads seemed to have been reached; real fears existed as to whether the resources that could be raised through voluntary contributions, particularly from those in a position to contribute more, might not match the level of UNEP involvement formerly regarded as desirable. The Executive Director was to be urged to exercise the strictest economy consistent with effectiveness, particularly in light of the current world economic circumstances. Lastly, the understanding shown by the Executive Director in setting in train action to establish the Trust Fund for the East Asian region was greatly appreciated.

20. With regard to decision 9/23, the Executive Director said that it was his understanding that the report called for in paragraph 9 would be an up-dating of the report submitted to the Governing Council at its present session and not a new report, and that the progress report called for in paragraph 13 would not repeat the detailed information contained in Report to Governments, but be appropriately cross-referenced to it. Referring then to the last sentence of the statement in chapter VI, paragraph 32, he said that

in his view he had provided the Governing Council with the kind of details that would enable it to take a sensible view; allowance had been made for modest growth and he had given his views on priorities.

21. The representative of Argentina said that what the Governing Council wanted was to have the information mentioned in paragraph 13 available to Governments in all the working and official languages six weeks before the beginning of the session to enable an analysis to be made of the situation and views to be properly formed.

22. Regarding decision 9/25, the Executive Director said that his understanding was that the provisions related to new plans of action that would be adopted and not to plans of action already being implemented, that the obligation to maintain technical and financial support for plans of action did not necessarily mean at the same level, but within available resources, and that the decision to be taken by the Governing Council would be upon the recommendation of the Executive Director and bear in mind the decision taken by the Council at its seventh session regarding the phasing out of programme activities that tended to involve the Fund on a long-term basis. 1/

23. The Governing Council adopted the present report at the 9th meeting of the session, on 26 May 1981, subject to the incorporation of the amendments approved at the 8th and 9th meetings.

1/ Decision 7/3, para. 6.

Chapter XII

CLOSURE OF THE SESSION

1. After the customary exchange of courtesies, the President declared the ninth session of the Governing Council closed.

ANNEX I

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9/1. Programme policy and implementation

The Governing Council,

Taking into account General Assembly resolution 35/74 of 5 December 1980, on international co-operation in the field of the environment, as well as General Assembly resolutions 35/71 of 5 December 1980 on problems of remnants of war; 35/7 of 30 October 1980 on the Draft World Charter for Nature; 35/8 of 30 October 1980 on the historical responsibility of States for the preservation of nature for present and future generations; 35/12 of 3 November 1980 on effects of atomic radiation; 35/204 of 16 December 1980 on the United Nations Conference on New and Renewable Sources of Energy; 35/205 of 16 December 1980 on the United Nations Conference on the Least Developed Countries; 35/18 of 10 November 1980 on the Preparation of the International Drinking Water Supply and Sanitation Decade; 35/56 of 5 December 1980 on the International Development Strategy for the Third United Nations Development Decade; 35/186 of 15 December 1980 on the exchange of information on banned hazardous chemicals and unsafe pharmaceutical products; 35/111 of 5 December 1980 on assistance to the Palestinian people; 35/203 of 16 December 1980 on the implementation of section VIII of the annex to General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system; 35/219 of 17 December 1980 on Arabic language services; 35/202 of 16 December 1980 on technical co-operation among developing countries; 35/117 of 10 December 1980 on co-operation between the United Nations and the Organization of African Unity; 35/9 of 3 November 1980 on the medium-term plan for the period 1980-1983; 35/210 of 17 November 1980 on personnel questions; as well as other relevant resolutions and decisions of the General Assembly at its thirty-fifth session and of the Economic and Social Council at its second regular session of 1981,

Having considered:

(a) The introductory report of the Executive Director, 1/

(b) The introductory statement of the Executive Director, 2/

1/ UNEP/GC.9/2.

2/ UNEP/GC.9/2/Add.5.

3. Stresses the need for all Governments and United Nations agencies participating in conferences or negotiations sponsored by the United Nations on other than environmental subjects to take environmental considerations fully into account, and reiterates its call to the Executive Director to continue to give operational content to the relevant provisions contained in the Strategy and to assist in preparations for the global round, as appropriate;

II

Interrelationships between people, resources, environment and development

1. Welcomes the fact that the General Assembly, by resolution 35/74 of 5 December 1980, endorsed the recommendations of the Governing Council on the work of the United Nations system on the interrelationships between resources, environment, people and development, and requested the Secretary-General to take the requisite steps for their implementation;

2. Expresses the hope that the implementation of the recommendations will be set in train expeditiously;

3. Agrees with the proposals of the high-level group of experts on the subject, as conveyed to the Council by the Executive Director, and in particular with the suggestions by the Executive Director in regard to the case studies which should be given priority for action by the United Nations Environment Programme;

4. Invites the Economic and Social Council and the General Assembly to give favourable consideration to the implementation of the proposals made by the group of experts in regard to the programme of work;

5. Notes the report of the Secretary-General on the interrelationships between population, resources, environment and development;

6. Recognizes the relevance of the views expressed in paragraphs 16, 20-26, 36-39, 41, 51, 56-57, 59-60 and 62-64 of the Secretary-General's report, as constituting a focus for the further reports on the matter;

7. Considers that such further reports should focus on providing concrete advice to Governments on the results of relevant studies in which makes it possible for these results to be taken into account in activities at the national, regional and global levels, and should become the primary vehicle for reporting to the Economic and Social Council and the General Assembly on the implementation of the programme of work on the interrelationships required by General Assembly resolution 35/74 of 5 December 1980, which should be seen as setting the framework for the reports;

8. Considers also that while importance could be ascribed to the further development of concepts, stress should be placed in the immediate future to giving operational content to concepts already developed, through the implementation of relevant projects and case studies, the results of which would form a valid basis for conceptual improvement and would demonstrate the validity of the interrelationships approach in making possible sound and sustainable and rapid development;

9. Decides to annex to its report on the work of the ninth session the report by the Executive Director on interrelationships prepared on the basis of the recommendations of the high-level group of experts on the subject which he convened in January 1981; 8/

10. Invites the attention of the Economic and Social Council to its views expressed in paragraphs 6-8 above;

III

Implementation of resolutions of the General Assembly at its thirty-fifth session, and of the Economic and Social Council at its second regular session in 1980

1. Takes note of the intentions of the Executive Director regarding the implementation of resolutions of the General Assembly at its thirty-fifth session, and of the Economic and Social Council at its second regular session in 1980, which are of relevance to the United Nations Environment Programme;

2. Recalls that the General Assembly, by resolution 35/219 of 17 December 1980, decided to include Arabic among the working languages of its subsidiary organs, which include the Governing Council, no later than 1 January 1982;

3. Decides to amend rule 63 paragraph 1 of its rules of procedure in order to include Arabic as one of the official and working languages of the Governing Council.

9th meeting
26 May 1981

8/ UNEP/GC.9/2/Add.4; see annex II below.

9/2. Session of a special character of the Governing Council in 1982

The Governing Council,

Having considered the report of the Executive Director on the Governing Council session of a special character in 1982, 9/

1. Recommends to the General Assembly the adoption of the following draft resolution:

"The General Assembly,

"Recalling paragraphs 13, 14 and 15 of its resolution 35/74 of 5 December 1980 on international co-operation in the field of the environment,

"Concerned that there is a need to revive the sense of urgency and commitment by Governments for national and international co-operative action to protect and enhance the environment that found expression at the United Nations Conference on the Human Environment, held at Stockholm in June 1972,

"Considering that the fundamental changes in the perceptions of the environment and of environmental problems that have occurred since the time of that Conference require the formulation of an adequate response by the world community which takes into account the interrelationships between people, resources, environment and development,

"1. Decides that the session of a special character of the Governing Council of the United Nations Environment Programme should be held at Nairobi from 10 to 18 May 1982;

"2. Recommends that there be a limit of 15 minutes on statements by heads of delegations to the plenary;

"3. Approves the draft provisional agenda attached as annex I to the present resolution;

"4. Further decides that the rules of procedure of the Governing Council will apply to the session of a special character, with the modifications to rules 17, 18, 19, 31 and 67 attached as annex II to the present resolution;

"5. Reiterates its invitation to Governments to participate in the session of a special character at the highest political level, and specifically invites ministers dealing with environment to participate;

"6. Agrees that there should be a special public information programme along the lines indicated by the Executive Director of the United Nations Environment Programme;

9/ UNEP/GC.9/2/Add.2.

"7. Encourages the participation of non-governmental organizations in the session of a special character, in accordance with the practices normally followed by the Governing Council;

"8. Expresses the hope that 1982 will see the announcement of a new international prize and a number of United Nations Environment Programme medals as an incentive to better management and protection of the environment.".

Annex I

DRAFT PROVISIONAL AGENDA FOR THE GOVERNING COUNCIL SESSION OF A SPECIAL CHARACTER IN 1982

1. Opening of the session
2. Organization of the session
   (a) Adoption of the rules of procedure
   (b) Election of officers
   (c) Agenda and organization of work
3. Credentials of representatives
4. Review of major achievements in the implementation of the Action Plan for the Human Environment
5. Major environmental trends to be addressed by UNEP over the next 10 years
6. Adoption of the report of the session
7. Closure of the session

Annex II

AMENDMENTS TO THE RULES OF PROCEDURE OF THE GOVERNING COUNCIL FOR ITS SESSION OF A SPECIAL CHARACTER OF 1982

Rule 17 (Representation and credentials). In view of the broader participation to be expected at the session of a special character, the Council may wish, in line with rule 28 of the rules of procedure of the General Assembly, to establish a credentials committee of nine members, with the same composition as the Credentials Committee of the General Assembly at its thirty-sixth session. If this proposal is found to be acceptable, paragraph 2 of Governing Council rule 17 should be suspended for the duration of the session.

Rule 18 (Elections)

(a) Paragraph 1 of rule 18 should be amended as follows:

"At the commencement of the first meeting of the session of a special character, the Governing Council shall elect, for the duration of that session, a President, three Vice-Presidents and

a Rapporteur from among its members. These officers shall constitute the Bureau of the Governing Council. The Bureau shall assist the President in the general conduct of business of the Governing Council. The Chairman of such sessional committees or working parties as may be established under rule 60 below shall be invited to participate in meetings of the Bureau";

(b) Paragraph 2 of rule 18 should remain unchanged;

(c) Paragraph 3 of rule 18 should be suspended for the duration of the session.

Rule 19 (Terms of office) should be suspended for the duration of the session of a special character to permit that session to elect its own officers. If rule 19 is not suspended, the officers of the ninth session of the Council will remain in office during the session of a special character until the first meeting of the regular tenth session.

Rule 31 (Quorum). Again in view of the broader participation to be expected at the session of a special character, it would be advisable to amend this rule to bring it into line with the General Assembly rule 67 on quorums. The amended rule might read:

"The President may declare a meeting open and permit the debate to start when at least one third of the members of the Governing Council session of a special character are present. The presence of a majority of the members shall be required for any decision to be taken.".

Rule 67 (Participation of States members of the Governing Council). As the General Assembly has decided that the session of a special character shall be open to all States, this rule should be suspended for the duration of the session.".

2. Decides that a single document can provide both the necessary input from the secretariat for the description of major environmental trends to be addressed by the United Nations Environment Programme over the next ten years that will be examined by the session of a special character and the necessary first elements of the perspective document as defined in Governing Council decision 9/3 of 26 May 1981, section III, paragraph 1, including ways and means for its future development in order to complete it by 1984, and that separate documents on programme orientations need not be presented;

3. Decides further that the document mentioned above shall be prepared in accordance with the procedure and calendar set out in paragraph 5 of the note by the Executive Director on the preparation of the perspective document, 10/ emphasizing in particular the need for detailed examination of the draft document by Government representatives at the time of the intersessional informal consultations with Government from 16 to 20 November 1981;

10/ UNEP/GC.9/4/Add.5.

4. Endorses the remaining recommendations of the Executive Director regarding documentation for the session of a special character of the Governing Council;

5. Requests the Executive Director to ensure that the proposed costs of the session of a special character are brought to the attention of the General Assembly;

6. Invites the General Assembly to consider favourably the financial implications of the convening of the session of a special character;

7. Authorizes the Executive Director to use the Fund programme reserve to finance the preparations for the session of a special character, on the understanding that the reserve will be reimbursed from the regular budget of the United Nations when the General Assembly takes a decision on the Governing Council's recommendations.

9th meeting
26 May 1981

9/3. Co-ordination questions

The Governing Council,

Having considered:

(a) The report of the Executive Director on co-ordination questions, 11/

(b) The annual report of the Administrative Committee on Co-ordination to the Governing Council, 12/

(c) The report of the Executive Director on the development of the system-wide medium-term environment programme, 13/

(d) The note by the Executive Director on the development of the perspective document, 14/

(e) The report of the Executive Director on the third joint meeting of the Executive Director of the United Nations Centre for Human Settlements (Habitat) and the Bureau of the United Nations Commission on Human Settlements with the Executive Director of the United Nations Environment Programme at the Bureau of its Governing Council, 15/

(f) The report of the Executive Director on co-operation with the regional commissions, 16/

(g) The introductory statement of the Executive Director, 17/

11/ UNEP/GC.9/4.

12/ UNEP/GC.9/4/Add.1.

13/ UNEP/GC.9/4/Add.4.

14/ UNEP/GC.9/4/Add.5.

15/ UNEP/GC.9/4/Add.2

16/ UNEP/GC.9/4/Add.3

17/ UNEP/GC.9/2/Add.5

Taking into consideration the views expressed by delegations to the Council at its ninth session on questions of co-ordination,

Annual report of the Administrative Committee on Co-ordination

1. Notes with appreciation the informative report of the Administrative Committee on Co-ordination to the Governing Council, and in particular the continuing readiness of the Committee's members, as conveyed by the report, to co-operate with the United Nations Environment Programme in the formulation of the system-wide medium-term environment programme and of the perspective document, and the advice given in regard to the further development of these endeavours, as well as the identification of priority areas of activity which should be undertaken in the field of desertification control, the listing of conditions to be fulfilled to meet the needs of the years ahead, and the urging of United Nations agencies to give special attention to desertification problems in any development programmes relating to arid and semi-arid areas which would further the implementation of the Plan of Action to Combat Desertification, and to promote financial support for such activities and programmes;

2. Expresses satisfaction at the manner in which the annual reports of the Administrative Committee are prepared for the Committee's consideration under the responsibility of the Executive Director, through consultations involving the designated officials for environmental matters of the organizations of the United Nations system, and at the consideration of environmental and desertification matters in the context of the approval of the annual reports by members of the Administrative Committee at their own level in conformity with General Assembly resolution 33/86 of 15 December 1978;

3. Requests the Executive Director to continue to participate fully in the meetings of the Administrative Committee on Co-ordination, and to report regularly on decisions of the Committee of relevance to the Governing Council, in terms both of its substantive responsibilities for the environment and of its financial and administrative responsibilities in regard to the use of the resources of the Environment Fund;

II

Development of the system-wide medium-term environment programme

1. Commends the views of the Administrative Committee on Co-ordination on the development of the system-wide medium-term environment programme;

2. Welcomes the fact that the system-wide medium-term environment programme will provide the Governing Council, as well as all other interested intergovernmental bodies in the United Nations system, with a complete picture of activities having to do with the environment conducted within the system, including programmes undertaken by agencies at the request of their respective governing bodies in which the United Nations Environment Programme is not directly involved;

3. Recognizes that the system-wide programme has to take into account the needs and legitimate concerns of the agencies and other organizations of the United Nations system, and with this in mind:

(a) Expresses appreciation of the efforts of the agencies and other parts of the United Nations system in the development of the objectives of the system-wide programme considered by the Governing Council at its present session;

(b) Urges continued close co-operation between the United Nations Environment Programme and the agencies and other organizations of the United Nations system in the further preparation of the system-wide programme;

(c) Appeals to Member States to continue to give support to the further development and implementation of the system-wide programme and take the necessary decisions in the relevant governing bodies;

4. Requests the Executive Director to prepare the final draft of the system-wide programme, taking into account the provisions of paragraph 2 above, as well as the views expressed and decisions taken on the objectives, structure and level of detail of the programme, and to submit the draft to the Governing Council at its tenth session;

III

The perspective document

1. Endorses the view of the Administrative Committee on Co-ordination that the perspective document should attempt to define shared perceptions of long-term environmental issues and of the appropriate efforts needed to deal successfully with the problems of protecting and enhancing the environment, help define a long-term agenda for action during the coming decades, and set aspirational goals for the world community;

2. Authorizes the Executive Director, with regard to the various options proposed for further consideration, to consult with Governments and international organizations on the desirability, feasibility, and financing of:

(a) Creating an independent commission of eminent persons representing all regions to study and report on global environment perspectives to the year 2000 and beyond;

(b) An appropriate intergovernmental process, involving all States, the organizations and bodies of the United Nations system, and the world scientific community, for the development and completion of the perspective document;

(c) Other possible options;

3. Decides to give further consideration to these issues at its tenth session in the light of the Executive Director's report and the outcome of the session of a special character;

IV

Co-operation with the United Nations Centre for Human Settlements (Habitat)

1. Expresses satisfaction at the continued co-operation between the United Nations Environment Programme and the United Nations Centre for Human Settlements (Habitat) as reflected in the report of the third joint bureau meeting; 18/

2. Requests the Executive Director to co-operate with the Executive Director of the Centre for Human Settlements in implementing the request of the Commission on Human Settlements, at its fourth session, to:

(a) Study ways and means of strengthening their co-operation with a view to making it more effective;

(b) Review the demands placed on their staff and budgetary resources in connexion with the preparation and servicing of the joint bureau meetings, taking into account the recommendations on interpretation of the third joint bureau meeting;

3. Further requests the Executive Director to report on the implementation of paragraph 2 above to the Governing Council at its tenth session;

V

Co-operation with the regional commissions

1. Recalls the endorsement given by the Economic and Social Council in resolution 1979/56 of 2 August 1979 to the provisions of Governing Council decision 7/1 of 3 May 1979 concerning the establishment by the regional commissions that had not already done so of regional intergovernmental environmental committees;

2. Expresses satisfaction at the fruitful co-operation between the United Nations Environment Programme and some of the regional commissions in the field of the environment and recommends that this co-operation be improved and strengthened with the Economic Commission for Africa;

3. Decides to take up at its tenth session the subject of the regional presence of the United Nations Environment Programme;

9th meeting
26 May 1981

18/ UNEP/GC.9/4/Add.2.

9/4. Environment and the arms race

The Governing Council,

Referring to General Assembly resolutions 35/8 of 30 October 1980, "Historical responsibility of States for the preservation of nature for present and future generations", and 35/47 of 3 December 1980, "Preparations for the second special session of the General Assembly devoted to disarmament",

Recalling principle 26 of the Declaration of the United Nations Conference on the Human Environment, which proclaims that man and his environment must be spared the effects of nuclear weapons and all other means of mass destruction, and that States must strive to reach prompt agreement on the complete destruction of such weapons,

Recalling further the final document of the tenth special session of the General Assembly, 19/ as well as resolution 4 of the United Nations Conference on Desertification, of 9 September 1977, on the harmful impact of weapons of mass destruction on ecosystems,

Noting that the continuing arms race in the world, including that for nuclear armaments, diverts efforts and material resources which mankind needs to solve socio-economic and environmental problems,

Conscious that these circumstances markedly increase the danger of global nuclear conflict, with inevitable and catastrophic consequences for the natural environment of mankind and for life itself on earth,

1. Requests the Executive Director to include in his presentation of the system-wide medium-term environment programme the regular analysis of the impact of the arms race on nature;

2. Invites the Preparatory Committee for the Second Special Session of the General Assembly Devoted to Disarmament to consider including in the draft agenda an item on "The impact of the arms race on nature";

3. Invites the Secretary-General to submit to the second special session of the General Assembly on disarmament the special report, prepared with the co-operation of the United Nations Environment Programme in accordance with the terms of General Assembly resolution 35/8 of 30 October 1980, on the pernicious effects of the arms race on nature;

4. Further requests the Executive Director to report to the Governing Council at its eleventh session on the basic conclusions and main proposals of the second special session of the General Assembly on the above-mentioned subject.

8th meeting
25 May 1981

19/ General Assembly resolution S-10/2 of 30 June 1978.

9/5. Material remnants of war

The Governing Council,

Recalling its decisions 80 (IV) of 9 April 1976 and 101 (V) of 25 May 1977,

Aware of the related General Assembly resolutions 3435 (XXX) of 9 December 1975, 31/111 of 16 December 1976 and 35/71 of 5 December 1980, which support the legitimate demand of countries affected by remnants of war, for example minefields, for adequate compensation by the countries responsible for the planting of these mines,

1. Reiterates the responsibility of the countries that planted the mines for the extensive damage suffered by the affected countries as a result of the mines planted in their lands;

2. Appeals to the responsible countries to take the necessary steps to supply the affected countries with maps and all other information leading to the location of the minefields, and at the same time to arrange for proper compensation;

3. Requests the Executive Director to continue co-operating with the Secretary-General in his consultations with the countries concerned on the possibility of convening an international conference under the auspices of the United Nations to adopt measures for an immediate and final solution to this issue.

8th meeting
25 May 1981

9/6. List of dangerous chemical substances

The Governing Council,

Having considered the preliminary report of the Executive Director on listing of dangerous chemicals substances, 20/

Recognizing that the presentation and periodic review of such a list could be of policy importance for Governments and contribute to the promotion of public awareness on the possible environmental hazards of certain chemical substances,

Requests the Executive Director to continue his work on the preparation of a short list of environmentally dangerous chemical substances, harmful at the global level, to which environmental policies should pay special attention, making use, when appropriate and within existing resources, of outside expertise, with a view to submitting the list to the Governing Council at its tenth session.

8th meeting
25 May 1981

20/ UNEP/GC.9/2/Add.6.

9/7. United Nations Conference on New and Renewable Sources of Energy

The Governing Council,

Deeply concerned at the disastrous ecological consequences which might result in the near future from the excessive use of wood as the sole source of energy for the vast majority of people in a large number of developing countries,

1. Urgently appeals to the Preparatory Committee of the United Nations Conference on New and Renewable Sources of Energy to ensure that, in drawing up the provisional agenda for the conference and preparing the draft plan of action to be submitted for adoption, it should give sufficient emphasis and attach high priority to uses of new and renewable energy sources which would make it possible to tackle the major problem of fuelwood;

2. Requests the Executive Director to ensure that this appeal is brought to the attention of the Preparatory Committee at its fourth session.

8th meeting
25 May 1981

9/8. Global armaments spending

The Governing Council,

Recalling General Assembly resolution 34/182 of 18 December 1979, which stresses the need for the United Nations Environment Programme to increase the resources available for its projects in the developing countries,

Noting with concern the current inadequacy of global allocations of funds for environmental programmes,

Noting further with dismay that global armaments spending has reached almost $US500 billion per annum,

Recognizing the destructive effect of wars and the use of weapons of war on development and on the environment,

Aware of the fact that 0.001 per cent of $US500 billion will create an additional $US5 million which could be put to effective use in the management of the environment,

Calls upon Governments to stop the arms race and, until disarmament is achieved, to allocate at least 0.001 per cent of armaments spending for development projects and the protection of the environment.

9th meeting
26 May 1981

9/9. Solidarity with the victims of apartheid in Southern Africa

The Governing Council,

Referring to principle 1 of the Declaration of the United Nations Conference on the Human Environment regarding man's fundamental right to freedom, equality and adequate conditions of life,

Taking into account the systematic and gross violation of the rights of the South African and Namibian peoples by the racist régime of South Africa,

Appreciating the implementation by the United Nations Environment Programme of Governing Council decision 8/3 of 28 April 1980, which called on the Executive Director to cease all forms of co-operation with the Government of South Africa,

Noting with great concern and apprehension the opposition of the South African racist régime to the implementation of the relevant decisions of the United Nations General Assembly regarding the abolition of apartheid and all other forms of oppression and abuse of the peoples of South Africa and Namibia,

Aware of the fact that apartheid represents a grave threat to world peace and international understanding between peoples and countries of the world,

Conscious of the fact that the world community has a moral obligation to bring about a quick end to this historical injustice,

1. Reaffirms its firm support for the cessation of all forms of co-operation between the United Nations Environment Programme and the Government of South Africa;

2. Requests the Executive Director to use his good offices to sensitize the world community about the dangers of apartheid, particularly the Bantustan policy, to the environment;

3. Invites the Executive Director to seek ways and means of providing support for the promotion of public awareness on the environmental impacts of apartheid;

4. Further requests the Executive Director to submit a report on the impacts of apartheid on the environment to the Governing Council at its tenth session;

5. Calls upon Governments to take resolute measures to oppose the policy of apartheid because it has serious environmental consequences for the victims of apartheid.

9th meeting
26 May 1981

9/10. Programme matters

A

The environment programme 1980-1983

The Governing Council,

Having considered the programme documentation before it at its ninth session,

1. Takes note with appreciation of the programme performance report of the Executive Director and the medium-term plan, 1982-1983; 21/

2. Urges the Executive Director to continue to improve the evaluation aspects of future programme performance reports;

3. Requests the Executive Director to pursue the assessment activities identified in the programme performance report; 22/

4. Approves the revised objectives and strategies for assessment of basic human needs in relation to outer limits;

5. Takes note of the report 23/ on international conventions and protocols in the field of the environment, and authorizes the Executive Director to transmit it, together with the fourth supplement to the list of such conventions and protocols, 24/ to the General Assembly at its thirty-sixth session, in accordance with resolution 3436 (XXX) of 9 December 1975;

6. Authorizes the Executive Director to submit the report on marine pollution, 25/ on its behalf, to the General Assembly at its thirty-sixth session, through the Economic and Social Council, as called for by the General Assembly in resolution 34/183 of 18 December 1979;

7. Further authorizes the Executive Director to submit the report 26/ on the United Nations Environment Programme and the United Nations Conference on New and Renewable Sources of Energy, on its behalf, to the Economic and Social Council at its second regular session in 1981, as called for by the Council in resolution 1980/49 of 23 July 1980;

8. Takes note of the work of the United Nations Environment Programme and the Food and Agriculture Organization of the United Nations on the preparation of a plan of action on marine mammals, and requests, the Executive Director to continue the preparation of the plan with a view to its submission to the Governing Council at its eleventh session;

21/ UNEP/GC.9/5 and Adds.1-5 and UNEP/GC.9/6 and Add.1.

22/ UNEP/GC.9/5, para.18.

23/ UNEP/GC.9/5/Add.1.

24/ UNEP/GC/INFORMATION/5/Supplement 4.

25/ UNEP/GC.5/Add.3.

26/ UNEP/GC.9/5/Add.4.

9. Approves the activities proposed in the medium-term plan, 1982-1983;

10. Invites the Executive Director to submit more precise budgetary indications for each strategy elements in the medium-term plan.

9th meeting
26 May 1981

B

System-wide medium-term environment programme

The Governing Council,

Having considered the note of the Executive Director on the system-wide medium-term environment programme, 27/

1. Approves, on a provisional basis, the structure and objectives of the system-wide medium-term environment programme, and urges the Executive Director, taking into account the views expressed by delegations to the Council at its ninth session and in co-operation with the United Nations system, to proceed with the development of the system-wide programme for submission to the Council at its tenth session;

2. Takes note of the sample detailed presentation, using the example of genetic resources, of a specific programme area of the system-wide programme.

9th meeting
26 May 1981

C

Environmental law

The Governing Council,

Noting with satisfaction the outcome 28/ of the Working Group of Experts on Environmental Law as contained in its report on the work of its eighth session,

Wishing to assist Governments in promoting legal protection of the environment against marine pollution caused by offshore mining and drilling within the limits of national jurisdiction,

Bearing in mind its responsibilities to promote international co-operation in the field of the environment and to recommend, as appropriate, policies to this end,

1. Takes note of the conclusions of the study, containing guidelines, on offshore mining and drilling within the limits of national jurisdiction annexed to the report of the Working Group of Experts on Environmental Law on the work of its eighth session;

27/ UNEP/GC.9/7.

28/ UNEP/GC.9/5/Add.5, annex III.

2. Requests the Executive Director to circulate the texts of the conclusions to all Governments for comments;

3. Recommends that States consider the guidelines when formulating national legislation or undertaking the negotiations for the conclusion of international agreements for the prevention of pollution of the marine environment caused by offshore mining and drilling within the limits of national jurisdiction;

4. Requests the Executive Director to report on these matters to the Governing Council at its tenth session.

9th meeting
26 May 1981

D

INFOTERRA

The Governing Council,

1. Notes with satisfaction the conclusion of the report of the evaluation of INFOTERRA co-sponsored by the United Nations Environment Programme and the United Nations Educational, Scientific and Cultural Organization that INFOTEPRA has fulfilled the mandate given to it by the Governing Council;

2. Endorses the recommendations of the evaluation report, particularly those which call on national focal points to provide services beyond referral, where appropriate, to speed up the query-response process, and to continue to promote the use of the system;

3. Requests Governments to make resources available to their respective national focal points to enable them to extend their activities as recommended by the evaluation report;

4. Requests the Executive Director, subject to availability of resources, to implement those recommendations of the evaluation report which will facilitate the phased expansion of INFOTERRA as envisaged in the evaluation report.

9th meeting
26 May 1981

9/11. The environment programme: long-term issues

The Governing Council,

Recalling the clear consensus at its eighth session:

(a) On the satisfactory progress made so far by countries in providing for sound environmental management at national and regional levels,

(b) On the understanding that has been gained of long-term environmental problems and the inescapable connexion between sustainable economic development and the sound management of the environment,

(c) That the deteriorating financial and economic situations of many countries, both developed and developing, by leading to increasing attention and resources being devoted to questions of balance of payments, unemployment, inflation and recession, might result in the environmental issues being relegated to second rank,

(d) On the resulting need to redouble efforts to promote the fullest possible understanding of the complementarity of the twin objectives of environmental protection and economic development and to devise the necessary methodologies for the practical integration of environmental policies into development strategies,

Recalling that the activities that received attention and support from delegations at the Council's eighth session included environment and development, particularly guidelines for the incorporation of environmental considerations in development planning and cost/benefit analysis,

1. Emphasizes strongly the importance of redoubled and concrete efforts by the United Nations system in the areas of:

(a) Environmental and economic development planning, including integrated environmental and economic cost/benefit assessment;

(b) Environmental management for long-term solutions to the energy problem;

(c) Sound integration of environmental dimensions in programming of technical assistance at the country level;

(d) Popular education and dissemination of information on environment-development relationships by the media and by non-governmental organizations;

2. Requests the Executive Director to reflect the long-term issues recalled in the preambular part of the present decision in the documentation to be prepared for the Governing Council of a special character to be held in 1982;

3. Calls on the world community to meet the major potential crises looming in the 1980s in dealing with environmental problems in developing countries.

9th meeting
22 May 1981

9/12. Priorities for serious environmental problems in the developing countries

The Governing Council,

Recalling General Assembly resolution 34/188 of 18 December 1979, which stresses the need for the United Nations Environment Programme to increase the resources available for its projects in the developing countries, in accordance with their requirements and priorities,

Noting with satisfaction the work undertaken by the United Nations Environment Programme to deal with the most serious environmental problems in the developing countries,

Recognizing the need to set priorities for dealing with the most serious environmental problems in the developing countries,

1. Decides to identify the following priorities of the developing countries:

- Environment and development, particularly the development of methodologies for sound environmental management;
- Terrestrial ecosystems, for example tropical rain forests ecosystems and soil management;
- Supporting measures, particularly in environmental education and training and technical assistance;
- Human settlements and human health, particularly the provision of safe domestic water supplies to rural areas and waste management, including control of toxic substances;
- Arid and semi-arid lands, particularly desertification and range-land management;
- Natural disasters;
- Energy, particularly national energy policies;
- Oceans, particularly the conservation of marine living resources, their ecosystems, through support for regional seas programmes;

2. Decides further to have the priorities identified above reflected in the system-wide medium-term environment programme;

3. Calls on the Executive Director to report to the Governing Council at its tenth session on the implementation of paragraphs 1 and 2 above.

9th meeting
26 May 1981

9/13. Outer limits

A

World Climate Impact Studies Programme

The Governing Council,

Recalling its decision 7/4 D of 3 May 1979, in which it requested the Executive Director to bring to the attention of the World Meteorological Organization the willingness of the United Nations Environment Programme to collaborate with the World Meteorological Organization and other organizations concerned with the implementation of the climate impact studies component of the World Climate Programme,

Noting that the offer by the United Nations Environment Programme was accepted with appreciation by the World Meteorological Organization,

Taking note of the successful first meeting of the Scientific Advisory Committee for the World Climate Impact Studies Programme, and in particular of the Committee's recommendations:

(a) That the United Nations Environment Programme, in co-operation with the World Meteorological Organization and the International Council of Scientific Unions, should organize an international study conference on the socio-economic impact of man-induced climatic changes,

(b) On the need for close co-ordination of the planning and implementation of the World Climate Impact Studies Programme with other components of the World Climate Programme,

(c) On the need for effective full-time secretariat support for the planning, implementation, and monitoring of the World Climate Impact Studies Programme,

(d) On the need for close co-ordination of certain important study areas such as carbon dioxide, food, energy and water, which involve all components of the World Climate Programme,

1. Agrees that the close interrelationship between all components of the World Climate Programme, as they address specific subject areas, demands the closest possible working relationships between the staff supporting these programmes;

2. Notes that a World Climate Programme Office, established in the World Meteorological Organization, is effectively co-ordinating the work of participating agencies and organizations in the research, applications and data components of the World Climate Programme;

3. Notes with appreciation the offer of the World Meteorological Organization to provide logistical support for the co-location of the staff of the United Nations Environment Programme working in the World Climate Impact Studies Programme also within its facilities;

4. Recommends to the Executive Director that, in the sense of the recommendations of the Scientific Advisory Committee, he should effect the closest possible relationship and liaison with the World Climate Programme Office serving other World Climate Programme component programmes;

5. Requests the Executive Director to consult with the Secretary-General of the World Meteorological Organization with a view to agreeing on the detailed requirements and modalities of such co-ordination;

6. Calls upon the Executive Director to move ahead as quickly as possible in the implementation of the World Climate Impact Studies Programme, in collaboration with participating international organizations and bearing in mind the need for close co-operation with other components of the World Climate Programme.

9th meeting
26 May 1981

B

Protection of the ozone layer

The Governing Council,

Recalling its decision 84 C (V) of 25 May 1977 on the establishment of the Co-ordinating Committee on the Ozone Layer and on the World Plan of Action on the Ozone Layer,

Recalling further its decision 8/7 B of 29 April 1980 on measures relating to the protection of the ozone layer,

Noting that the latter decision recommends that the use of chlorofluorocarbons 11 and 12 be significantly reduced, and that production capacity should not be increased,

Noting further the importance of obtaining detailed information on the implementation of the decision,

Recognizing to this effect the desirability of initiating work aimed at the elaboration of a global framework convention which would cover monitoring, scientific research and the development of best available and economically feasible technologies to limit and gradually reduce emissions of ozone-depleting substances, as well as the development of appropriate strategies and policies,

Recognizing further the role and mandate of the United Nations Environment Programme in protecting and enhancing the global environment,

Noting with appreciation the work of the Co-ordinating Committee on the Ozone Layer,

1. Decides to initiate work aimed at the elaboration of a global framework convention for the protection of the ozone layer;

2. Further decides to this end to establish an ad hoc working group of legal and technical experts nominated by interested Governments and intergovernmental organizations, which shall report, through the Executive Director, to the Governing Council on the progress of its work;

3. Requests the Executive Director:

(a) To ensure that in the work so initiated, all relevant information and related work currently under way in other forums, as well as the results of any discussions on this subject at the Ad Hoc Meeting of Senior Government Officials Expert in Environmental Law are taken into account;

(b) To invite the Co-ordinating Committee on the Ozone Layer, as part of its activities under its mandate:

(i) To contribute to the work of the ad hoc working group;

(ii) To compile all relevant information, including statistical and technical data, on the implementation of the recommendations contained in decision 8/7 B of 29 April, 1980, in particular that relating to reduction in the use of chlorofluorocarbons 11 and 12, as well as to production capacity on the basis of an agreed definition;

(c) To assist and support the ad hoc working group in its preparatory work;

(d) To submit to the Governing Council at its tenth session, with his comments, the first progress report of the ad hoc working group;

4. Welcomes the offer of the Swedish Government to host the first meeting of the ad hoc working group.

9th meeting
26 May 1981

9/14. Local environmental planning and management of human settlements

The Governing Council,

Recalling principles 13, 14, 15 and 17 of the Declaration of the United Nations Conference on the Human Environment, and recommendations 1, 2, 4 and 7 of the Action Plan for the Human Environment,

Bearing in mind the importance of incorporating environmental and human settlements concerns in national development plans, and of the participation of urban and rural communities in the formulation and implementation of such plans,

Recognizing the resulting need to promote, inter alia through co-ordinated action by the United Nations Environment Programme, the United Nations Centre for Human Settlements (Habitat) and other United Nations organizations and bodies concerned, the adoption of policies for local environmental planning.

Recognizing further that the management of large urban areas, which often expand very rapidly through migration, presents a serious challenge from an environmental and social viewpoint,

1. Invites States to consider the desirability of adopting policies for local environmental planning and environmental management of human settlements;

2. Requests the Executive Director to collaborate with the United Nations Centre for Human Settlements (Habitat) and other United Nations organizations and bodies concerned, in the incorporation of environmental aspect into policies for local planning and management, through:

(a) The devising of models and methodologies for integrated planning at the local community level covering both environmental issues and other human settlements issues;

(b) The encouragement of studies and the dissemination of information on the subject;

(c) The encouragement of the United Nations system to respond to requests for assistance in the formulation of local environmental planning policies;

(d) Support, at the request of Governments, for training programmes for local officials in the subjects of settlements planning and management, with the co-operation of universities and institutes of public administration.

9th meeting
26 May 1981

9/15. Terrestrial ecosystems

A

Arid and semi-arid lands ecosystems

The Governing Council,

Noting with appreciation the response of the Executive Director to its decision 86 A (V) of 25 May 1977, in which it requested him to examine the possibility of extending the integrated project on arid lands to the Sahelian and North African regions,

Considering that the spread of desertification continues to pose a serious threat to the fertility and capacity for sustainable development of those regions,

Considering that an interdisciplinary and problem-oriented approach is needed to define management principles which would mitigate desertification processes and allow for sound development of threatened areas,

Appreciating the efforts being made by the United Nations Environment Programme and collaborating agencies in promoting integrated projects on arid lands of Sahelian and North African regions,

Requests the Executive Director, in consultation with all relevant United Nations agencies, notably the United Nations Educational, Scientific and Cultural Organization, to consider the further development and support in 1982 and 1983 of integrated pilot projects on arid lands in the Sahelian and North African regions, including the continuation of ongoing projects.

9th meeting
26 May 1981

B

World soils policy

The Governing Council,

Recalling:

(a) General Assembly resolutions 2997 (XXVII) of 15 December 1972, 3326 and 3337 (XXIX) of 16 and 17 December 1974 respectively, 31/108 of 16 December 1976 and 32/172 of 19 December 1977,

(b) Principles 2 and 3 of the Declaration of the United Nations Conference on the Human Environment and recommendations 52, 53, 54 and 55 of the Action Plan for the Human Environment,29/

(c) The conclusions and recommendations of the United Nations Conference on Desertification,

(d) Governing Council decisions I (I) of 22 June 1973; 6/5 C of 24 May 1978; 7/6 B of 3 May 1979 and 8/10 of 29 April 1980,

Bearing in mind the recommendations of the High-level Meeting of Experts on a World Soils Policy held at Rome from 23 to 27 February 1981,

1. Takes note of the progress report of the Executive Director 30/ and of the recommendations it contains to the United Nations Environment Programme, the Food and Agriculture Organization of the United Nations and the United Nations Educational, Scientific and Cultural Organization concerning the world soils policy in furtherance of Governing Council decision 8/10 of 29 April 1980;

2. Requests the Executive Director to transmit the above recommendations to the executive heads of the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organizations, the World Meteorological Organization, the International research centres of the Consultative Group on International Agricultural Research, the International Society of Soil Sciences, and other competent organizations within and outside the United Nations system, with a view to obtaining within three months an appraisal of the objectives and the proposed framework of a plan of action for the implementation of a world soil policy;

3. Notes with satisfaction the intention of the Executive Director to transmit to the Governments of Member States his progress report on the work of the High-level Meeting of Experts on a World Soils Policy, as well as the guidelines he intends to prepare, in co-operation with the Food and Agriculture Organization of the United Nations, for the formulation of national soils policies;

4. Invites the Governments of countries affected by soil erosion and degradation to initiate the formulation of national soils policies as a basic component of their development plans, and to give the implementation of these policies, once formulated, due priority in their requests for multilateral and bilateral financial aid;

29/ United Nations Publication, Sales No. E.73.II.A.14, chap.I, p.4 and chap. II, pp. 17-18.

30/ UNEP/GC.9/5/Add.5.

5. Requests the Executive Director to co-operate with other organizations of the United Nations system in providing member States with technical assistance in the planning and implementation of their national soil policies, and to continue and intensify supports to research and training at the national level, especially in areas such as soil conservation, assessment and control of erosion in the tropics and in mountainous areas, definition of criteria for an international soils classification and monitoring systems, studies of the carrying capacity of soils, and identification of legal and soil constraints to proper soil management and conservation;

6. Requests the Executive Director to report to the Governing Council at its tenth session on the progress made in these respects.

9th meeting
26 May 1981

9/16. Environment and development

The Governing Council,

Recognizing the importance of the incorporation of environmental factors in development planning and decision-making at all levels,

Recognizing the essential centrality of the concept of environment and development in the over-all environment programme, and the consequent need to reflect this position at the level of programme activities and budget,

Noting with concern the existence of a lag in the formulation, development and implementation of projects related to environment and development, and the relatively low levels of allocation of financial resources at the two-digit budget line,

Further noting the progress made in the studies on environment and development undertaken in some developing countries, particularly in Kenya and Venezuela, with the support of the United Nations Environment Programme and the United Nations Development Programme,

Recognizing the need to ensure that there is no lag between the study and implementation phases of the project,

Recalling the comments of delegations at its eighth session on the need for support for the implementation phase of the project on environment and development, 31/

Fully appreciating the need to launch similar projects in other developing countries,

1. Requests the Executive Director to give more attention to the environment and development budget line in the context of both the programme and budget in future years;

31/ Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 25 (A/35/25), para. 312

2. Calls upon the Executive Director to initiate steps towards supporting projects on environment and development, similar to those already undertaken in Kenya and Venezuela, in other developing countries;

3. Urges the Executive Director, in the light of the results of such projects, to consider, within available resources of the Environment Fund, assisting on a catalytic basis with the implementation of their findings;

4. Requests the Executive Director to approach other international and intergovernmental agencies with a view to securing their support on a co-operating agency basis for the implementation of the findings of the projects on environment and development;

5. Requests the Executive Director to report on the progress made in the implementation of this decision to the Governing Council at its tenth session.

9th meeting
26 May 1981

9/17. Oceans: regional seas

A

Implementation of Governing Council decisions 7/8 of 3 May 1979 and 8/13 B of 29 April 1980

The Governing Council,

Recalling its decisions 7/8 of 3 May 1979 and 8/13 B of 29 April 1980,

Recognizing once again the extensive geographical scope and multi-disciplinary character of the regional seas programmes conducted under the auspices of the United Nations Environment Programme, which provide an effective contribution to the protection of the marine environment on the world level,

Underlining the very positive results achieved in the implementation of the various regional seas programmes already under way,

Welcoming the implementation of the new regional seas programmes adopted since the last session of the Governing Council,

Recognizing also the primordial importance of these programmes for the protection of endangered marine and coastal ecosystems,

1. Requests the Executive Director:

(a) To apply the provisions of Governing Council decision 7/8 of 3 May 1979, notably that concerning biennium 1980-1981;

(b) To give effect to Governing Council decision 8/13 B of 29 April 1980, particularly the provisions requesting the Executive Director, whenever appropriate, to make funds available from all relevant budgetary lines for those activities undertaken in the framework of the regional seas programmes which relate specifically to the work plan approved under such lines;

2. Decides that in execution of the medium-term plan and within the framework of the budget, increased attention should be paid to the chapters dealing with regional seas, with a view to attaining the objectives defined in the various regional seas programmes, including the implementation of those recently approved.

9th meeting
26 May 1981

B

Implementation of Governing Council decision 8/13 C of 29 April 1980

The Governing Council,

Recalling its decision 8/13 C of 29 April 1980 on the extension of the regional seas programme,

Noting the report of the Executive Director on the progress made in the implementation of the above decision,

1. Expresses satisfaction on the progress made so far in the implementation of its decision 8/13 C of 29 April 1980;

2. Requests the Executive Director to complete the draft action plans being prepared in that connexion for consideration by Governments at the earliest practicable date;

3. Urges the Governments of the respective regions to extend maximum co-operation to the Executive Director in the implementation of this decision.

9th meeting
26 May 1981

9/18. Energy

The Governing Council,

Recalling its decision 7/9 of 3 May 1979, as well as its previous decisions on the subject of energy,

Re-emphasizing its views on the importance of energy to the world economy and the close interrelatedness between energy and environmental and human settlements problems,

Concerned at the lack of adequate institutional arrangements to deal with the development and proper use of energy on a global basis and conscious of need to redress the situation,

Deeply concerned at the low priority given by the United Nations Environment Programme to this very important field, as reflected by the allocation of resources to this area in past biennial budgets,

1. Urges the Executive Director to seek the collaboration of the United Nations Centre for Human Settlements (Habitat) with a view to making joint efforts in the preparations for the Conference on New and Renewable Sources of Energy;

2. Decides, pending the results of the Conference, to continue to allocate substantial financial resources against the relevant budget line to allow for the accelerated development of this aspect of the programme.

9th meeting
26 May 1981

3. Decides also to consider the report of the Ad Hoc Meeting at its tenth session,

4. Requests the Executive Director:

(a) To invite to the Ad Hoc Meeting all States Members of the United Nations and members of the specialized agencies and the International Atomic Energy Agency which have expressed an interest in participating, and interested United Nations agencies and bodies, as well as other intergovernmental and non-governmental organizations;

(b) To convene in conjunction with the preparatory committee a meeting to identify the particular interests and concerns of the developing countries in the light of the mandate set out above;

(c) To prepare all relevant documentation and transmit it, sufficiently in advance of the meetings of the Preparatory Committee, to the States, United Nations agencies and bodies, and other intergovernmental and non-governmental organizations concerned.

9th meeting
26 May 1981

9/19. Environmental law

A

Ad Hoc Meeting of Senior Government Officials Expert in Environmental Law

The Governing Council,

Recalling its decision 8/15 of 29 April 1980, on the convening, prior to the tenth session of the Governing Council, of an ad hoc meeting of senior Government officials expert in environmental law,

Recognizing that the results of the ad hoc meeting will constitute a major contribution to the development and implementation of the environmental law component of the system-wide medium-term environment programme,

Recognizing further that the development of environmental law should be viewed in the broad context of the promotion of international co-operation,

1. Decides that, further to General Assembly resolution 35/74 of 5 December 1980, the Ad Hoc Meeting of Senior Government Officials Expert in Environmental Law shall take place at Montevideo in November 1981, and that the Working Group of Experts on Environmental Law, acting as the preparatory committee for the Ad Hoc Meeting, shall meet at Geneva for two weeks early in September 1981;

2. Further decides that the mandate of the Ad Hoc Meeting shall be:

(a) To establish a framework and methods for the development and periodic review of environmental law, by focusing upon:

(i) The identification of major subject areas - such as marine pollution from land-based sources, protection of the ozone layer, and disposal of hazardous wastes - suitable for increased global and regional co-ordination and co-operation in elaborating environment law, with particular regard to the interests of developing countries;

(ii) The promotion of guidelines or, where appropriate, of principles, or the conclusion of bilateral, regional or multilateral agreements, in relation to such subject areas;

(iii) The identification of other subject areas which could be susceptible to the development of such guidelines, principles or agreements;

(iv) The identification of subject areas suitable for the elaboration of preventive measures as well as other mechanisms for the implementation of environmental law, including the improvement of remedies available to the victims of pollution;

(v) The means for the promotion and provision of technical assistance to developing countries in the field of environmental law;

(vi) The identification of means by which environmental law could increasingly be included in curricula;

(b) To set out a programme, including global, regional and national efforts, in furtherance of the above elements;

3. Decides also to consider the report of the Ad Hoc Meeting at its tenth session,

4. Requests the Executive Director:

(a) To invite to the Ad Hoc Meeting all States Members of the United Nations and members of the specialized agencies and the International Atomic Energy Agency which have expressed an interest in participating, and interested United Nations agencies and bodies, as well as other intergovernmental and non-governmental organizations;

(b) To convene in conjunction with the preparatory committee a meeting to identify the particular interests and concerns of the developing countries in the light of the mandate set out above;

(c) To prepare all relevant documentation and transmit it, sufficiently in advance of the meetings of the Preparatory Committee, to the States, United Nations agencies and bodies, and other intergovernmental and non-governmental organizations concerned.

9th meeting
26 May 1981

B

Co-operation in the field of the environment concerning natural resources shared by two or more States

The Governing Council,

Recalling that by resolution 34/186 of 18 December 1979, the General Assembly took note of the report of the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States, established under Governing Council decision 44 (III) of 25 April 1975 in conformity with General Assembly resolution 3129 (XXVIII) of 13 December 1973, and of the draft principles prepared by the working group,

Recalling further that the General Assembly requested all States to use the principles as guidelines and recommendations in the formulation of conventions regarding such natural resources, and also requested the Governing Council to report to it at its thirty-sixth session on progress in the implementation of the resolution,

Having determined that the report submitted by the Executive Director on co-operation in the field of the environment concerning natural resources shared by two or more States 32/ does not suffice as a basis for a report by the Council to the General Assembly at its thirty-sixth session,

Requests the Executive Director, in consultation with Governments, to prepare for consideration by the Governing Council at its tenth session a report for submission, through the Economic and Social Council, to the General Assembly, dealing exclusively with the progress made in the application of General Assembly resolution 34/186 of 18 December 1979, without recommendation regarding the identification or definition of shared natural resources.

9th meeting
26 May 1981

32/ UNEP/GC.9/2/Add.5.

9/20. Environmental education and training

A

The university and the environment

The Governing Council,

Recalling principles 18-20 and 24 of the Declaration of the United Nations Conference on the Human Environment and recommendations 7, 8 and 94 of the Action Plan for the Human Environment, as well as the recommendations of the Intergovernmental Conference on Environmental Education,

Bearing in mind that the medium-term plan of the United Nations Environment Programme for 1982-1983 endeavours to catalyse the integration of environmental education into all levels of the educational system,

Considering that since the United Nations Conference on the Human Environment, the desirability and necessity of the modern university adapting its structure and functions to the demands placed on it by the need to protect and restore the environment have become more pressing,

Requests the Executive Director to ensure that, in the implementation of the medium-term plan 1982-1983, the United Nations Environment Programme, in co-operation with the United Nations Educational, Scientific and Cultural Organization, the United Nations University and other relevant international and regional organizations and with the support of state or private universities, seeks to encourage and promote, with special emphasis on the needs of developing countries:

(a) Incorporation of environmental aspects in traditional university courses, particularly in schools or faculties of law, economics, medicine, all branches of engineering, architecture and town planning, education, agronomy and biological sciences, as well as in studies in the human and natural sciences;

(b) Training in the professional disciplines required for the protection, restoration and management of the environment, with immediate and special emphasis on the implementation at the national, regional and international levels of programmes included in the medium-term plan 1982-1983;

(c) Pilot research programmes, national and regional seminars on the topic "The modern university and the environment", and the preparation of methodologies and teaching materials, in co-operation with selected universities;

(d) Training programmes for university teaching staff in the field of the environment;

(e) Utilization of existing national universities and regional environmental education centres for the training and re-training of personnel in environmental education and mangement.

9th meeting
26 May 1981

B

Environmental education and training in Latin America and the Caribbean

The Governing Council,

Considering the high priority which attaches to environmental training in Latin America and the Caribbean for the solution of environmental problems,

Bearing in mind the existence of various institutions in Latin America and the Caribbean dealing with some aspects of environmental training,

Recalling Governing Council decisions 7/10 A and B of 3 May 1979 and 8/14 of 29 April 1980 on environmental education and training,

Recalling also the results of the regional joint programming meeting organized by the Regional Office for Latin America, and the establishment of a regional interagency working group which is co-operating in the preparation of an inventory of environmental research and training centres in Latin America,

1. Expresses its approval of the holding and the results of the Ad Hoc Meeting of Representatives of the Latin American and Caribbean Countries and Spain on Environmental Education and Training, held at Montevideo from 19 to 21 November 1980, at which it was agreed that the establishment of a network of institutions responsible for providing environmental training in Latin America and the Caribbean should be initiated shortly;

2. Welcomes the establishment of a Co-ordination Unit in the Regional Office for Latin America to undertake the initial studies and formulate the guidelines for the establishment of a network of environmental training institutions in the region, which should become operational as soon as possible;

3. Requests the Executive Director to include this activity in the medium-term plan 1982-1983, and to support the future network of institutions, as well as the operation of the Co-ordination Unit, since it will initially constitute the principal mechanism for ensuring the initiation and optimum functioning of the training programmes to be carried out by the network;

4. Expresses to the Executive Director its desire that, while the feasibility studies for the establishment of the network are being completed, the United Nations Environment Programme should provide catalytic support for the initiation of some activities to meet the urgent need for environmental training in the region;

5. Urges the Governments of the Latin American and Caribbean countries to facilitate to the fullest extent the studies to be conducted, providing the information requested of them in good time and establishing the institutional machineries necessary to support the work of the Co-ordination Unit.

9th meeting
26 May 1981

C

Environmental education and training in the Asia and Pacific region

The Governing Council,

Recalling its decision 90 (V) of 25 May 1977, in which it requested the Executive Director to consider the early establishment of a programme activity centre for environmental education and training in the Asia and Pacific region,

Recognizing the existence of universities and institutions in that region, of high academic standing, which are geared to developing integrated environmental education and training programmes at graduate and postgraduate levels,

Noting the report of the expert mission conducted by the Regional Office for Asia and the Pacific in 1978 in pursuance of decision 90 (V), which surveyed the facilities in these universities and made specific recommendations relating to the establishment of a network of university-level institutions for the conduct of training programmes,

Aware of the well-established and recognized work in the training field of the Asian and Pacific Development Centre (formerly the Asian and Pacific Development Institute),

Bearing in mind Governing Council decisions 6/10 of 24 May 1978, 7/12 of 3 May 1979 and 8/16 B of 29 April 1980, in which it called inter alia for adequate funding and support of regional programmes,

1. Requests the Executive Director, within available resources, to:

(a) Renew financial support to the Asian and Pacific Development Centre for a further biennium, on the basis of an agreed plan of work;

(b) Take urgent measures to provide the resources needed to establish the proposed network of universities and institutes in the region for the conduct of post-graduate courses in integrated environmental education and training;

(c) Assist the network, in due course, to multiply these capabilities in all the countries of the region;

(d) Establish a programme activity centre or equivalent facility for education and training in the region, drawing on the facilities and experience of the Regional Office for Asia and the Pacific to help ensure availability of the necessary resources for the purpose;

2. Calls on the United Nations Educational Scientific and Cultural Organization to extend maximum support and assistance to the programme activity centre or equivalent facility, under the joint environmental education programme and otherwise.

9th meeting
26 May 1981

D

Environmental education and training programmes and strengthening of national institutions in Africa

The Governing Council,

Recalling its decisions 6/10 of 24 May 1978, 7/12 of 3 May 1979 and 8/16 of 29 April 1980 indicating the need for adequate funding and support of regional programmes and decision 8 (II) A, section II.3 (d) of 22 March 1974, to strengthen national institutions,

Aware of the existence in other regions of institutions which provide environmental training with the support of the Environment Fund,

Noting the dire need for environmental training in the African region,

Regretting the absence of any specific institutional facilities to serve the region,

Bearing in mind furthermore the importance of environmental management to development in the region,

Taking note of the need to strengthen national institutions for environmental protection and management,

1. Requests the Executive Director to explore, jointly with the Economic Commission for Africa, the possibilities of establishing a regional institution for environmental training and education with African region;

2. Requests the Executive Director to seek ways and means of providing support for national institutions for environmental protection and management;

3. Calls on the Executive Director to report on the implementation of this decision to the Governing Council at its tenth session.

9th meeting
26 May 1981

9/21. Regional programmes and programme support

The Governing Council,

Recalling its decision 8/16 B of 29 April, in which it requested support for the implementation of regional programmes in Asia,

Noting in this regard the subsequent adoption of the Sub-regional Environment Programme of the Association of South-East Asian Nations and of the South Asia Co-operative Environment Programme, and of the various subregional programmes in Latin America,

Aware of the sustained and essential part that should continue to be played by the regional offices of the United Nations Environment Programme in supporting such regional programmes,

Aware also of the severe limitations of physical capacity which may impair the ability of the regional offices to continue to fulfil such obligations,

1. Requests the Executive Director to:

(a) Support the initiatives and activities under sub-regional environment programmes in the biennium 1982-1983 to strengthen the capability of the regional offices of the United Nations Environment Programme for programme formulation and implementation;

2. Calls upon donor countries and governing bodies of multilateral funding institutions to provide support to the programmes referred to in paragraph 1 (a) above in effective terms and in required measure;

3. Calls on effectively the developing countries to carry their share of responsibilities, inter alia through making their own contributions to their common programmes and activities.

9th meeting
26 May 1981

9/22. Action to combat desertification

A

Co-ordination and follow-up of the implementation of the Plan of Action to Combat Desertification

The Governing Council,

Recalling General Assembly resolutions 32/172 of 19 December 1977, 33/89 of 15 December 1978, 34/184 of 18 December 1979 and 35/73 of 5 December 1980,

Recalling also the strong appeal made by the General Assembly to international financial institutions, multilateral financial institutions and Governments of industrialized countries, and of the developing countries in a position to do so, to give their financial support and contribute generously to the Special Account to Combat Desertification,

Recalling further its decisions 6/11 of 24 May 1978, 7/13 of 3 May 1979 and 8/17 of 29 April 1980,

Having examined the report of the Executive Director on Co-ordination and Follow-up of the Implementation of the Plan of Action to Combat Desertification, 33/

1. Takes note of the action taken by Governments, the United Nations Environment Programme and other members of the United Nations system for the implementation of the Plan of Action to Combat Desertification, and of the action taken by the Executive Director in implementation of General Assembly resolution 35/73 of 5 December 1980,

2. Urges Governments, organs, organizations and bodies of the United Nations system, intergovernmental and non-governmental organizations, and all other international organizations to augment their efforts to combat desertification so that progress is made in the implementation of the Plan of Action by 1984;

33/ UNEP/GC.9/8.

3. Requests the Executive Director to extend assistance, upon request and subject to the availability of financial resources, to countries presently affected by desertification problems in humid zones in their effort to combat desertification;

4. Endorses the intention of the Executive Director to submit a comprehensive report on the implementation of the Plan of Action to the Governing Council, to enable it to make a first general assessment of progress made in the implementation of the Plan, and urges him to do so, if possible, earlier than the target date of 1985;

5. Notes the preparations made for the third session of the Consultative Group for Desertification Control, and appeals to the Consultative Group to intensify its efforts to mobilize funds for the implementation of desertification control projects;

6. Endorses the efforts of the Executive Director for the preparation of the studies on additional measures to finance the Plan of Action and also the steps taken to institute the specific programmes of research and training called for in General Assembly resolution 35/73.

9th meeting
26 May 1981

B.

Application of General Assembly resolution 35/72 of 5 December 1980 on the implementation of the Plan of Action to Combat Desertification in the Sudano-Sahelian region

The Governing Council,

Recalling General Assembly resolutions 32/170 of 19 December 1977, 33/88 of 15 December 1978, 34/187 of 18 December 1979, 35/72 and 35/88 of 5 December 1980,

Recalling further its decisions 6/11 of 24 May 1978, 7/13 of May 1979, and 8/17 of 29 April 1980,

Stressing the seriousness of desertification and its adverse effects on the people of the countries affected by it, particularly in the Sudano-Sahelian region, and the need to intensify desertification control measures,

Having examined the reports of the Executive Director on the implementation of the Plan of Action to Combat Desertification in the Sudano-Sahelian region and on resolutions and decisions of the thirty-fifth session of the General Assembly and of the second regular session of the Economic and Social Council in 1980 of relevance to the activities of the United Nations Environment Programme, 34/

1. Notes with satisfaction the report of the Executive Director on the implementation of the Plan of Action to Combat Desertification in the countries of the Sudano-Sahelian region, and the measures taken in that respect

34/ UNEP/GC.9/8/Add.1 and UNEP/GC.9/2/Add.1, respectively.

by the Governments, the United Nations Environment Programme and other competent organs of the United Nations, particularly those taken by the United Nations Sudano-Sahelian office on behalf of the United Nations Environment Programme;

2. Further notes that priority is being given to efforts to combat desertification in the 18 countries of the Sudano-Sahelian region, as well as in the least developed among the developing countries outside that region;

3. Decides to include Benin among the countries eligible to receive assistance through the United Nations Sudano-Sahelian office in implementing the Plan of Action to Combat Desertification;

4. Authorizes the Executive Director to continue to contribute to the United Nations Sahelian office, after consultations with the Administrator of the United Nations Development Programme, the Environment Programme's share of the administrative and operational costs of the joint venture for 1982-1983, on the basis of the work plan to be approved by the Executive Director;

5. Further authorizes the Executive Director to submit his report and the present decision, on behalf of the Governing Council, to the General Assembly at its thirty-sixth session.

9th meeting
26 May 1981

9/23. Management of the Environment Fund

The Governing Council,

1. Expresses its satisfaction to Governments that have contributed to the Environment Fund for the first time and to those that have increased their contributions above earlier levels;

2. Appeals to all Governments to maintain the real value of their contribution in terms of the 1978 purchasing power of the United States dollar and, on this basis, to make firm pledges of contributions to the Fund for the years 1982-1983 before the end of 1981;

3. Further appeals to Governments that are not yet contributing to the Fund to pledge a contribution for 1982-1983 and to those still contributing amounts below their means to increase their contributions for the period 1982-1983;

4. Takes note of the report of the Executive Director on the impact of non-convertible currency balances on Fund project selection and implementation; 35/

5. Expresses its satisfaction at the sustained efforts made by the Executive Director to utilize the non-convertible currency contributions effectively;

6. Requests the Executive Director to make the most effective possible use of the non-convertible currencies, taking into account the need for balanced project selection and bearing in mind the conclusions contained in this report; 36/

7. Notes once again the desirability of the full application by all countries of the provisions of rule 203.4 of the Financial Rules of the Fund, without, however, jeopardizing the volume of Fund resources;

8. Renews its appeal to Governments that are still unable to contribute to the Environment Fund in fully convertible currency to pay a part of their contribution in convertible currency in 1981, and an increasing proportion thereof in convertible currency in each year thereafter;

9. Requests the Executive Director to report to the Governing Council at its tenth session on the impact of non-convertible currency balances on Fund project selection and implementation including any undue influence of the level of the balances of non-convertible currencies in the Fund;

10. Reconfirms the appropriation and apportionment for Fund programme activities for the 1980-1981 biennium as a whole;

11. Accepts the desirability of a target figure of $120 million, of which $93 million is apportioned for Fund programme activities in 1982-1983;

12. Considers that the funds necessary to implement the programme fully might well not be available, and that no more than $77 million will be available for the Fund, and accordingly directs the Executive Director, in the impelementation of the programme:

35/ UNEP/GC.9/10/Add.1.

36/ Ibid., para.20.

(i) To ensure the integrity and appropriate liquidity of the Fund at all times;

(ii) To allocate available resources amongst the two-digit budget lines using as a guide the percentage breakdown established for this purpose;

(iii) To allocate available resources within each two-digit budget line in accordance with established priorities;

13. Further directs the Executive Director to report to the Council at its tenth session on the progress made in the implementation of the programme on the basis of (i), (ii) and (iii) above and to make appropriate recommendations to it at that session concerning the continuation or alteration of this approach in the light of the progress made in the implementation of the programme and the expected available resources: the report should give information on the implementation of the programme, on projects and activities according to their global, regional, interregional, subregional and national designation and should also indicate the commitments and expenditures incurred as well as the decisions of the Governing Council on which projects and activities implemented are based;

14. Decides to apportion the appropriation for Fund programme activities in 1982-1983 as follows:

Fund programme activities	1982 ($ million)	1983 ($ million)	Total 1982-1983 ($ million)	Percentage
01 Human settlements and human health	4.5	5.5	10.0	11
03 Support	7.9	9.2	17.1	18
04 Environment and development	2.7	3.3	6.0	6
05 Oceans	4.7	5.8	10.5	11
07 Energy	1.0	1.1	2.1	2
10 Environmental management and environmental law	1.1	1.4	2.5	3
11 Ecosystems	7.5	9.3	16.8	18
12 Natural disasters	0.3	0.3	0.6	1
13 Earthwatch	7.5	9.4	16.9	18
16 Data	0.8	0.7	1.5	2
17 Arid and semi-arid lands, including desertification	4.0	5.0	9.0	10
Total Fund programme activities	42.0	51.0	93.0	100

15. Reconfirms the Executive Director's authority to adjust the apportionment by 20 per cent in each budget line, within the over-all appropriation for Fund programme activities in 1982-1983;

16. Stresses the need to maintain the liquidity of the Fund at all times;

17. Decides that the Fund programme reserve shall be established at $1 million in each of the years 1982 and 1983;

18. Authorizes the Executive Director to enter into forward commitments of up to $16 million for the years 1984-1985;

19. Approves the level of the financial reserve for 1981 at $4.4 million, for 1982 at $4.4 million and 1983 at $5.2 million and authorizes the Executive Director to adjust the financial reserve each year to a level equal to approximately eight per cent of the approved programme;

20. Takes note of the financial report and audited accounts of the Environment Fund for the biennium 1978-1979 ended 31 December 1979 as well as of the unaudited interim financial report and accounts of the Fund for the first year of the biennium 1980-1981;

21. Expresses its support for the continuation of the evaluation programme, stressing the need to strengthen co-operation between the United Nations Environment Programme and evaluation units in other organizations of the United Nations system.

9th meeting
26 May 1981

9/24. Additional resources for environmental problems in developing countries

The Governing Council,

Stressing the need for additional resources to be made available to the Environment Fund for the developing countries to deal with their most serious environmental problems, such as soil degradation and deforestation, which are examples of very severe deterioration of the natural resources that call for particular attention.

Expressing the hope that such additional financial resources can be created for the Environment Fund to be used for the above-mentioned purpose,

1. Decides to postpone its response to paragraph 9 of Economic and Social Council resolution 1980/49 of 23 July 1980 and paragraph 12 of General Assembly resolution 35/74 of 5 December 1980, relating to additional resources for environmental problems in developing countries, until the Governing Council's next regular session;

2. Requests the Executive Director to inform the Economic and Social Council accordingly;

3. Further requests the Executive Director to continue his consultations with Governments and to reintroduce the issue at the tenth session of the Governing Council, taking into account the views expressed during the ninth session, in particular with regard to the "special window";

4. Requests the Executive Director to report on this matter to the Governing Council at its tenth session.

9th meeting
26 May 1981

9/25. Financing of plans of action

The Governing Council,

Having taken note of the report of the Executive Director, 37/

1. Decides that the Executive Director shall, in order to ensure the full exercise of the catalytic role of the United Nations Environment Programme in respect of the action plans currently being drawn up by the Programme, either alone or in co-operation with others:

(a) First consult Governments which would give an early response as to the approach they believe the Programme should follow in developing a financing plan for the plan of action concerned;

(b) Draw up, in liaison with Governments, details financing plans in which commitments by the different Governments and by the Programme should be specifically laid down;

2. Decides further that, once a plan of action has been adopted in accordance with the foregoing procedure, and so as to ensure the efficacy of its implementation, the United Nations Environment Programme shall maintain its technical and financial support until the Governing Council decides otherwise.

9th meeting
26 May 1981

9/26. Management of trust funds

The Governing Council,

Recalling its decisions 6/13 D of 24 May 1978 and 7/14 D and 7/14 E of 3 May 1979 approving the establishment of the Trust Funds for the Protection and Development of the Marine Environment and the Coastal Areas of Bahrain, Iran, Iraq, Kuwait, Oman, Qatar, Saudi Arabia and the United Arab Emirates, for the Protection of the Mediterranean Sea against Pollution, and for the Convention on International Trade in Endangered Species of Wild Fauna and Flora respectively.

Recognizing that all trust funds established by the Secretary-General for which responsibility for administration is delegated to the Executive Director are administered in accordance with the Financial Rules of the Environment Fund and, in the case of any matter not specifically covered by the Financial Rules, mutatis mutandis in accordance with the Financial Rules of the United Nations 38/ and the Secretary-General's Bulletin on the Establishment and Management of Trust Funds. 39/

37/ UNEP/GC.9/10/Add.3.

38/ ST/SGB/Financial Rules/1/Rev.2.

39/ ST/SGB/146/Rev.1.

Noting the request of the Governments of Bahrain, Iran, Iraq, Kuwait, Oman, Qatar, Saudi Arabia and the United Arab Emirates to transfer responsibility for administering the Regional Trust Fund to the Executive Secretary of the Regional Organization for the Protection of the Marine Environment and the Executive Director's proposal related thereto;

Noting further the recommendation of the Second Meeting of the Contracting Parties to the Convention for the Protection of the Mediterranean Sea against Pollution that the Mediterranean Regional Trust Fund be wound up on 31 December 1982 at the latest,

Taking note of the request of the Third Conference of Contracting Parties of the Convention on International Trade in Endangered Species of Wild Fauna and Flora that the Trust Fund to provide financial support for the aims of the Convention be continued until 31 December 1983,

Noting further the resolution adopted by the Conference of Plenipotentiaries on Co-operation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region and in particular the proposed institutional and financial arrangements,

Taking note also of the agreement among Ministers with responsibility the environment of the states members of the Association of South-East Asian Nations to finance the implementation of the Action Plan for the Protection and Development of the Marine Environment and Coastal Areas of the East Asian Region through the mechanism of a trust fund,

Taking note of the establishment of the Trust Fund for Regional Training Workshops on Environmental Management,

Welcoming the pledges of contributions to the financing of the existing and proposed new trust funds made by the Contracting Parties to the relevant Conventions,

1. Approves under chapter II, article V, of the General Procedures governing the operations of the Environment Fund and subject to the consent of the Secretary-General:

(a) The continuation of the Trust Fund for the Protection and Development of the Marine Environment and the Coastal Areas of Bahrain, Iran, Iraq, Kuwait, Oman, Qatar, Saudi Arabia and the United Arab Emirates until 31 December 1981;

(b) The continuation of the Trust Fund for the Protection of the Mediterranean Sea against Pollution until 31 December 1982 at the latest;

(c) The continuation of the Trust Fund for the Convention on International Trade in Endangered Species of Wild Fauna and Flora until 31 December 1983;

(d) The establishment of a Trust Fund for the Protection and Development of the Marine Environment and the Coastal Areas of the West and Central African Region for an initial two-year period extending to 31 December 1983;

(e) The establishment of a Trust Fund for the implementation of the Action Plan for the Caribbean Environment Programme for an initial two-year period extending to 31 December 1983;

(f) The establishment of a Trust Fund for the implementation of the Action Plan for the East Asian Seas for an initial two-year period extending to 31 December 1983.

2. Agrees with the intention of the Executive Director, subject to the consent of the Secretary-General, to accept responsibility for administering these trust funds for as long as he is requested to do so;

3. Urges States to pay their contributions to the trust funds promptly at the beginning of the calendar year to which the contribution applies.

9th meeting
26 May 1981

9/27 Programme and programme support costs

A

Performance report on the programme and programme support costs budget for the biennium 1980-1981

The Governing Council,

1. Takes note of the performance report of the Executive Director on the programme and programme support costs budget for the biennium 1980-1981, and the related report of the Advisory Committee on Administrative and Budgetary Questions; 40/

2. Notes the contents of paragraphs 10 to 12 of the performance report, submitted in response to the request of the Governing Council in its decision 7/14 G, paragraph 6, of 3 May 1979;

3. Approves the inclusion in the programme and programme support costs budget for the biennium 1980-1981 of additional funds of $790,200 for one D-1, one P-5, one P-4, three P-3 and six local level posts which have not been transferred to section 18 of the United Nations regular budget;

4. Approves the transfer of the cost to the Environment Fund in 1980-1981 of $685,500 for institutional support to the United Nations Sudano-Sahelian Office from the Fund programme activities budget (line 1700) to the programme and programme support costs budget, effective 1 January 1980;

5. Approves the conversion of two P-4 posts in the Desertification Branch from an ad interim basis to a permanent basis;

6. Approves the inclusion in the programme and programme support costs budget of an appropriation of $25,000 for an ad hoc expert group meeting under the desertification programme;

40/ UNEP/GC.9/12 and UNEP/GC.9/L.2 respectively.

7. Approves the conversion from a temporary assistance basis to an established basis of 10 local level General Service posts under the environmental programmes, administrative and common services, and liaison and regional representation programmes, effective 1 July 1981;

8. Approves a revised appropriation level of $19,800,000, with the programme and object of expenditure pattern proposed by the Executive Director.

9th meeting
26 May 1981

B

Programme and programme support costs budget
for the biennium 1982-1983

The Governing Council,

Having considered the Executive Director's estimates for the programme and programme support costs budget for the biennium 1982-1983 and the related report 41/ of the Advisory Committee on Administrative and Budgetary Questions,

1. Approves reimbursement from the programme and programme support costs budget to the United Nations of 75 per cent of the cost of one first officer (P-4) internal auditor post together with one supporting local level post, it being understood that the United Nations Centre for Human Settlements will cover the remaining 25 per cent;

2. Approves the establishment of one associate officer (P-2) programmer post in the administrative and common services programme, the establishment of one associate officer (P-2) post of Deputy Chief, Documents and Reproduction Unit, in the conference service programme, and the establishment of one local level post in the conference services programme, three local level posts in the environmental programmes, one local level post in the executive direction and management programme and one local level post in the liaison and regional representation programme;

3. Approves the reclassification of one second officer (P-3) post to a first officer (P-4) post in the executive direction and management programme and the reclassification of two second officer (P-3) posts to first officer (P-4) posts in the administration and common services programme;

41/ UNEP/GC.9/13 and Add.1 and 2, and UNEP/GC.9/L.3 respectively.

4. Further approves the appropriation of $25,500,000 for the programme and programme support costs budget for the biennium 1982-1983 on the sub-programme and object of expenditure pattern, as proposed; 42/

5. Requests the Executive Director to administer the appropriations for the programme and programme support costs budget 1982-1983 with the utmost economy and restraint consistent with the effective implementation of the programme, bearing in mind the availability of resources, and in any case to aim to arrange that they do not exceed 33 per cent of the total contributions actually received during each year of the biennium;

6. Further requests the Executive Director to report on the implementation of the programme and programme support costs budget during the first year of the biennium 1982-1983 to the Governing Council at its eleventh session.

9th meeting
26 May 1981

C

Review of programme and programme support costs by the Advisory Committee on Administrative and Budgetary Questions

The Governing Council,

Requests the General Assembly to instruct the Advisory Committee on Administrative and Budgetary Questions to review in depth the programme and programme support costs of the Environment Fund, taking into account the discussions of the Governing Council on this matter at its ninth session, and to report thereon to the Council at its tenth session.

9th meeting
26 May 1981

42/ UNEP/GC.9/13/Add.1, table 1.

Other decisions

Provisional agenda, date and place of the tenth session of the Governing Council

At the 8th meeting of the session, on 25 May 1981, the Governing Council decided that, in accordance with rules 1, 2 and 4 of its rules of procedure, its tenth session would be held in Nairobi from 20 May to 2 June 1982, to be preceded by informal consultations on 19 May 1982. At the same meeting, the Council approved the following provisional agenda for the tenth session:

1. Opening of the session
2. Organization of the session
   (a) Election of officers
   (b) Agenda and organization of the work of the session
3. Credentials of representatives
4. Executive Director's introductory report and state of the environment
5. Co-ordination questions
6. Programme matters
7. Co-ordination and follow-up to the implementation of the Plan of Action to Combat Desertification
8. The Environment Fund
   (a) Implementation of the Fund programme in 1981
   (b) Management of the Environment Fund
   (c) Financial report and interim accounts (unaudited) for the biennium 1980-1981 ended 31 December 1981
   (d) Project and programme evaluation
9. Administrative and budgetary matters
10. Provisional agenda, date and place of the eleventh session of the Governing Council
11. Other business
12. Report of the Governing Council to the General Assembly
13. Closure of the session

Intersessional informal consultations with Governments

At the 8th meeting of the session, on 25 May 1981, the Governing Council, recalling its decisions 23 (III) of 2 May 1975 and 104 (V) of 24 May 1977, decided that the informal consultations with Governments between the ninth and tenth sessions of the Governing Council would be held in Nairobi from 16 to 20 November 1981 to exchange views on the content and presentation of programme and policy questions and to consider any other items on which the Executive Director might wish to report.

ANNEX II

Summary of the recommendations of the high-level group of experts on interrelationships between people, resources, environment and development

I. SUMMARY OF RATIONALE FOR AND SCOPE OF A PROGRAMME OF WORK ON THE INTERRELATIONSHIPS

1. The group of experts stressed the urgency of building up an action-oriented United Nations programme of work on the interrelationships.

2. In traditional rural societies, socio-economic decision-making was based on deep insights into the complex interactions between social, economic, demographic and physical factors, gained by experience over generations and permeating all facets of social life: socio-economic structures and processes, culture, traditions religions and myths. Environmental management, developed by trial and error over generations, was thus being performed on an empirical basis, with feedbacks taken into account and secondary and tertiary impacts weighed in decision-making. It was self-evident that one generation should not favour itself at the expense of its successors, and the population was kept in balance with the carrying capacity of the land on which it lived. People were managing resources efficiently and rationally, in close co-operation with each other.

3. In the rapid modernization process, such empirical knowledge of the interrelationships has frequently been disregarded. As a consequence, the interaction of man and environment has tended to produce important unintended dysfunctional consequences (poverty, unemployment, explosive growth of urban slums, environmental degradation and irrational management of natural resources) which, to a large extent, are borne by people who are not in a position to influence the socio-economic decisions that initiate, affirm and reinforce them.

4. The balance needs to be redressed, and means found to optimize positive systemic consequences. Interrelationships which reinforce negative impacts should be counteracted by co-ordinated policy action involving relevant sectors. Points of leverage need to be identified for the application of appropriate integrated policies and programmes to start cycles of positive impacts that will promote sustainable development. The group in this connexion emphasized the importance of collective and national self-reliance and increased popular participation in decision-making.

5. The group stressed the validity of the views on the conceptual framework for interrelationships studies expressed in the report of the Secretary-General to the Economic and Social Council at its second regular session of 1979 (E/1979/75), and confirmed the importance it attached at its first meeting to food systems, soil management, energy systems, forest management and water management as areas where study of the interrelationships should be fruitful and where advice for co-ordinated policies and programmes was urgently needed.

6. The group stressed that the interrelationships differed in form and intensity between sectors and countries, and even from area to area within most countries, depending inter alia on differences in level of development and on social and cultural considerations. The problems of assessing the interactions and defining integrated policies and programmes for positive systemic impact should thus be tackled largely on a disaggregated national or area basis.

7. The FAO/UNFPA study on land resources for populations of the future, conducted in conjunction with UNEP and IIASA, developed a clear methodology for examining interrelationships between land-use potential, food systems, degradation hazards, soil and water management options, and population pressure. The conclusions of its global assessment indicated inter alia that Africa would lose 70 million hectares of its soil resources and that the rest would deteriorate in quality by 35 per cent by the year 2000. The group pointed out that country-level studies could, by being more specific, form a factual basis for the practical implementation of global and regional development strategies, as well as providing important tools for integrated national development planning aimed at promoting increased self-reliance and self-sufficiency in food production.

8. The group's consideration of rural ecology and development demonstrated the importance of developing models for answering precise questions. Empirical work on specific variables and the relations between them, to reliable data was stressed as a sine qua non for modelling. The group underlined that a balance had to be struck between the risk of overloading the models with too many variables and the importance of reflecting the complexity of the real world. Among the criteria for the selection of variables the group stressed the need to take into account long-term as well as short-term perspectives, and to consider uncertainties and risks and as feedback mechanisms, as well as the secondary and tertiary effects of socio-economic decisions.

9. The group concluded that, to provide more knowledge on the inter-relationships between development, people, environment and resources, the interrelationships should be mapped through a series of case-studies in different regions and countries, priority being given to cases where such knowledge was required in order to analyse negative processes of a very serious nature that have already reached an advanced stage, e.g. deforestation and desertification. Other areas that should be included in a programme of work include those where knowledge of the interrelationships would be of great importance in identifying points of leverage for co-ordinated policy actions by Governments, such as energy, river basins and islands.

II. DRAFT PROGRAMME OF WORK FOR THE UNITED NATIONS SYSTEM

10. On the basis of its considerations, the group proposed for inclusion in the work programme for the United Nations system on the interrelationships the following case studies and projects, of which the first two should initially be given the highest priority:

(a) Deforestation of the Himalyan foothills: Interrelated social, economic and physical factors with mutually reinforcing effects have led to deforestation reaching higher and steeper slopes, downstream flood damage, droughts, cuts in irrigation potential, reductions in the lifetime of hydro-electric dams and increased expenditure of effort by the upper villagers in gathering fuelwood, leaving less work capacity for cultivation, harvesting and other constructive purposes. Countermeasures cannot be effective unless the cycle is broken through integrated policies and programming based on knowledge of the interrelations between these factors. To permit the institution of such policies, the scope of the problem has first to be fully assessed through an interrelationships study. Any activities at the national level should be carried out by national institutions designated by the Governments concerned;

(b) Overgrazing in the Sudano-Sahelian region: Dry farming extended to marginal lands, climatic variations and overgrazing through the expansion of livestock herds have led to serious desertification problems in arid and semi-arid areas. Again, the process is a circular one: for example, the dust storms which arise when surface water is lost through loss of vegetation cover cause further damage to the remaining vegetation, and as desertification spreads, nomadic populations move further south, increasing the pressure on previously healthy areas. Only a comprehensive development programme including co-ordinated action in relevant sectors and based on specific and concrete knowledge of the interrelations between the various factors involved - including dietary preferences, food supplies, soil characteristics, water availability, climate, population and cultural elements - can be effective in counteracting this process. National institutions designated by Governments must carry out most of the work. Assistance should be given by international organizations having ongoing or planned programmes in the region. These include UNEP, UNESCO and FAO;

(c) Tropical forests: Efforts to exploit the resources of the tropical forests have indicated that, if action is taken without adequate knowledge of the interactions between economic decisions, the people living in the forests, and environmental factors such as plants, animals, soils, water and climate, swift and often irreversible changes in the ecosystem may occur. Such knowledge could help identify points of leverage where co-ordinated policy action could lead to positive cumulative systemic impacts ensuring rational management of the resources, including the rich genetic resources, of tropical forests;

(d) Land resources for populations of the future: With the continuous growth of the world's population, man's demand for food from finite land resources with limited production capacity has increased enormously in recent years. The limits of production are set by soil and climatic conditions and by the use and management techniques which are applied. The group recommended that the project described in paragraph 7 above, which is of great importance for the system-wide work programme on interrelationships, be continued on a broader base, covering a wider range of interrelationships and including a series of country studies. It would then have to draw upon inputs from other United Nations organizations, such as UNCTAD, ILO, UNESCO, WHO, the World Bank and WMO, as well as from Governments and non-governmental organizations;

(e) Rural ecology and development: Rural development programmes have led at best to slow rates of improvement in the living conditions of the rural population. Moreover, neglect of the interrelationships has had a variety of harmful impacts, since changes in one component of the rural ecosystem necessarily affect other components, often negatively. Case studies, under different ecological conditions and including modelling, are needed to improve knowledge of the interrelationships and use it in the planning, implementation and evaluation of rural development programmes;

(f) National energy planning: Case studies in support of national energy planning could include an over-all assessment of total national energy use, an outline of programmatic options to counteract environmental degradation in connexion with energy production, and cost/benefit analysis and risk assessment of policy options. The interrelationships could be studied through a disaggregation of supply and demand into their component parts: resource type, technology, intensity of use and population - which would make it possible to consider the implications of resource depletion, demographic and social variables, as well of as innovative technologies and engineering efficiencies;

(g) River basins: Dam construction and other capital investment projects in river basin management have often resulted in failure. Water management includes activities in many sectors, and this highlights the need for co-ordinated policy action taking the interrelationships into account. Interrelationships studies of water management in river basins should aim at identifying points of leverage where co-ordinated action would create positive cumulative systemic impacts;

(h) Island ecosystems. Two basic case study approaches could be followed, the first focusing on alternative development strategies that can be implemented in developing island States, and the second concentrating on the situations of smaller outer islands, where the relatively closed nature of the system and the ease with which "externalities" can be identified and quantified would facilitate a systems analysis approach using quantitative modelling techniques. ECLA, ESCAP, UNEP, UNFPA and UNESCO are involved in interrelationships studies of islands. United Nations, UNCTAD and UNDP work on the least-developed countries might, provide inputs to a series of case studies of islands, using the interrelationships approach;

(i) Framing of methodologies and tools for integrated development planning and management: The development of this part of the programme should inter alia draw on the experience of the Kenya/UNEP/UNDP study of interrelationships in a national planning context, and of environmental planning in Venezuela. It should include the development of methodologies for evaluating the over-all environmental impact of interrelated factors, and for risk assessment;

(j) Evaluation of past and present experience: Past experience and some activities presently under way which clearly illustrate the interrelations should be analysed to permit the identification of concrete and specific interrelationships, so that guidelines for action to avoid negative systemic impact can be formulated. The cases should be representative of different geographical locations and subjects: the group suggested as examples the use of pesticides in Central America and the rapid economic growth taking place in the Gulf region.

11. It follows from the formulation of the goals and policy measures in the new International Development Strategy that the interrelationships approach should guide the process of planning and programming for the implementation of the Strategy at global and regional as well as country levels.

12. Interagency joint planning activities being developed under the aegis of the ACC Consultative Committee on Substantive Questions (Programme) should be strengthened by the application of a systems analysis approach within an interrelationships framework. This will require the strengthening of analytical capacity within the United Nations system, using outside expertise, supported by the interrelationships work programme and through an appropriate interagency machinery. The work programme on the interrelationships could also support follow-up activities in the agencies of the United Nations system and in the regional commissions, as well as the work of the interagency task force on long-term development objectives.

13. Non-United Nations studies A considerable amount of work of direct relevance to the interrelationships approach being evolved in the United Nations system takes place outside the system, both at official levels and in activities of academic and other research institutions. The different activities could be used to infuse additional precision and refinement into the further development of the interrelationships approach in development planning and policy formulation. It is both natural and necessary for the United Nations system to analyse and draw on studies of global interrelationships undertaken outside the system, and examination of the methodology followed and the conclusions reached would assist in drawing up and carrying out the programme of work outlined by the expert group.

ANNEX III

Documents before the Governing Council at its ninth session

Symbol	Title
UNEP/GC.9/1	Provisional agenda
UNEP/GC.9/1/Add.1 and Corr.1 and Add.2	Annotated provisional agenda
UNEP/GC.9/2	Introductory report of the Executive Director
UNEP/GC.9/2/Add.1	Resolutions and decisions of the General Assembly at its thirty-fifth session and of the Economic and Social Council at its second regular session of 1980 of relevance to the activities of UNEP
UNEP/GC.9/2/Add.2 and Corr.1 and 2 and Supplement	Governing Council session of a special character in 1982
UNEP/GC.9/2/Add.3	Relationships with non-governmental organizations
UNEP/GC.9/2/Add.4	Work on the interrelationships between people, resources, environment and development
UNEP/GC.9/2/Add.4/Supplement	Report of the Secretary-General on the interrelationships between population, resources, environment and development
UNEP/GC.9/2/Add.5	Introductory statement by the Executive Director
UNEP/GC.9/2/Add.6	Preliminary report on listing of dangerous chemical substances
UNEP/GC.9/3	The state of the environment: selected topics - 1981
UNEP/GC.9/4 and Add.1 and 2	Co-ordination questions
UNEP/GC.9/4/Add.3 and Corr.1	Co-operation with regional commissions
UNEP/GC.9/4/Add.3/Supplement	UNEP's presence at the regional level

Symbol	Title
UNEP/GC.9/4/Add.4	The development of the system-wide medium-term environment programme
UNEP/GC.9/4/Add.5	Development of the perspective document
UNEP/GC.9/5 and Corr.1*	The environment programme: programme performance report
UNEP/GC.9/5/Add.1	International conventions and protocols in the field of the environment
UNEP/GC.9/5/Add.2	Co-operation in the field of the environment concerning natural resources shared by two or more States
UNEP/GC.9/5/Add.3	Marine pollution
UNEP/GC.9/5/Add.4	UNEP and the United Nations Conference on New and Renewable Sources of Energy
UNEP/GC.9/5/Add.5	Programme performance report (1 January - 30 April 1980)
UNEP/GC.9/6 and Corr.1 and 2 and Add.1	The environment Programme: medium-term plan 1982-1983
UNEP/GC.9/7	The system-wide medium-term environment programme
UNEP/GC.9/8	Co-ordination and follow-up of the implementation of the Plan of Action to Combat Desertification
UNEP/GC.9/8/Add.1	Implementation of the Plan of Action to Combat Desertification in the Sudano-Sahelian region
UNEP/GC.9/9	The implementation of the Fund programme in 1980
UNEP/GC.9/9/Add.1	The implementation of the Fund programme in 1980 and 1981
UNEP/GC.9/10 and Corr.1 and 2	The management of the Fund
UNEP/GC.9/10/Add.1	The impact of non-convertible currency balances on Fund project selection and implementation

Symbol	Title
UNEP/GC.9/10/Add.2	Additional resources for environmental problems in developing countries
UNEP/GC.9/10/Add.3	Financing of plans of action
UNEP/GC.9/10/Add.4	Revised general procedures governing the operations of the United Nations Environment Fund
UNEP/GC.9/10/Add.5	The management of Fund (1 January - 30 April 1981)
UNEP/GC.9/10/Add.6	Management of trust funds
UNEP/GC.9/10/Add.7	The provision of permanent secretariat and interim arrangements for the Convention on Wetlands of International Importance, Especially as Waterfowl Habitat
UNEP/GC.9/10/Add.8	The proposed "Special Window" in the Environment Fund
UNEP/GC.9/10/Add.9	Establishment of a regional trust fund for the implementation of the Action Plan for the Protection and Development of the Marine Environment and Coastal Areas of the East Asian Region
UNEP/GC.9/11	Project evaluation programme
UNEP/GC.9/12 and Corr.1 (English only)	Performance report on the programme and programme support costs budget for the biennium 1980-1981
UNEP/GC.9/13 and Corr.1 and Corr.2 (French only) and Corr.3 and Add.1 and Corr.1 and Add.2	Proposed budget for programme and programme support costs of the Environment Fund, 1982-1983
UNEP/GC.9/14 and Add.1	United Nations accommodation in Nairobi
UNEP/GC/INFORMATION/1/Rev.1/ Supplement 2	Compendium of approved objectives and strategies, concentration areas and goals for 1982 for the environment programme
UNEP/GC/INFORMATION/5/ Supplement 4	Register of international conventions and protocols in the field of the environment

Symbol	Title
UNEP/GC/INFORMATION/6/ Add.6	Memorandum of understanding governing WHO/FAO/UNEP collaboration in the prevention and control of water-borne and associated diseases in agricultural water development activities
UNEP/GC.9/INF.1	Plan for environmental assessment
UNEP/GC.9/L.1	Financial report and audited accounts of the Fund of the United Nations Environment Programme for the biennium 1978-1979 ended 31 December 1979
UNEP/GC.9/L.2	Performance report on the programme and programme support costs budget for the biennium 1980-1981
UNEP/GC.9/L.3	Proposed budget for programme and programme support costs of the Environment Fund, 1982-1983
UNEP/GC.9/L.4 and Corr.1 (English only)	The Environment Fund: financial report and interim accounts (unaudited) for the first year of the biennium 1980-1981 ended 31 December 1980